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ABSTRACT

Developed to assist managers of adult and continuing education programs, this management guide contains thirteen chapters written by several authors selected for their expertise in their respective areas. These chapters are divided into three major sections. The first section includes three introductory chapters providing (1) an overview of this guide and a self-assessment diagnostic checklist for determining managerial competencies; (2) information on creating the right climate; and (3) a discussion of managerial role and style. Section 2 provides conceptual understanding and guidelines for managing programs in the areas of needs assessment (chapter 4); program coordination with a community (chapter 5); curriculum design and instructional strategies (chapter 6); and promoting and marketing adult and continuing education programs (chapter 7). Section 3 also contains information on developing and managing funds for adult and continuing education (chapters 8 and 9) and a final chapter (10) on effectively evaluating adult and continuing education programs and activities. Section 3 includes three chapters on managing people: relating people and tasks (chapter 11); communications and motivation of adult and continuing education staff (chapter 12); and conflict management, organizational and personnel needs, and performance evaluation (chapter 13). (BM)

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Managing Adult and Continuing Education Programs and Staff

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Editors' Preface

Like any other publication many people have devoted considerable time and energy in the planning and development of this book. The Publication Committee of NAPCAE has been instrumental in the development of the book. An Editorial Committee was appointed by the NAPCAE Publication Committee to assist in the development of the outline and to assist during the editing phase and those individuals have been of considerable assistance. The Editorial Committee members are: Dr. Philip D. Langerman, Co-Editor, Dr. Douglas H. Smith, Co-Editor, Dr. Thomas Mann, Mrs. Jane B. Sellen, Dr. Robert Wendel, Dr. Ruth Ann Needham, and Dr. Brad Pietens. We would like to give special thanks to Mrs. Jane B. Sellen for the additional assistance she gave the co-editors in reviewing the book content and assisting in editing.

The NAPCAE Board has had a role in the development of this book for the members and for the field of adult and continuing education, as well as two presidents, Dr. Curtis Ulmer and Dr. Bobbie Jo Walden. We gratefully express our appreciation to these individuals and to Dr. James Dorland, Executive Director of NAPCAE, for his patience and assistance in seeing this book through to completion.

It is very difficult to develop a single document which will serve the needs of a very diverse group of individuals. However, we hope that this book will be useful to the experienced continuing education administrator and manager as well as the new and aspiring teacher, coordinator, supervisor, director, or dean of a continuing education program, whether it be in a secondary school, in a community college, in a public or private four year college or university, in business and industry, or the person responsible for continuing education through the armed services, unions, clubs and civic or professional organizations. It is our hope that you will find useful information and material in this publication.

We recognize that professors of adult education in our higher education institutions may find use for this book with their undergraduate or graduate students. We are hopeful that adult and continuing education managers at all levels will also be able to find information readily at their fingertips to help solve the simple up to the complex problems that face each of us in our varying roles as managers of adult and continuing education programs and activities.

Adult and continuing education administrators may be faced with the greatest opportunity and challenge that has ever been possible in this country. Over 60 million adults participate in all forms of adult and continuing educational activities in this country each year. In higher education the challenge is going to be placed upon institutions to sustain enrollment in a period when the high school graduating seniors will be sharply declining. Almost every state in central United States, as well as many other parts of the country will be experiencing up to a 40% decline in high school graduating seniors between 1979 and 1990. It provides us with a unique challenge to become better prepared as adult and continuing education managers and administrators to meet the challenge of the growing concern for the part-time learner and to develope new and better ways to serve the often elusive part-time adult learner.

It is a time in which adult educators have the golden opportunity to become a more professional and highly recognized cadre of experts who can provide leadership to the administration of the secondary schools, community colleges and within our colleges and universities on how the institution should progress to attract and hold and provide quality educational services to the part-time adult learner.

It is a time when we need to sharpen our skills and to assert our expertise within our organization and to provide leadership for those millions of present and potential students and part-time learners who can better be served through our public and private educational system. It's a time in which business and industry will continue through automation and changes in technology to ever increasingly need to provide continuing education to their employees to assume a higher level, grade and quality of product and service to our citizenry.

All the organizations that provide continuing education through civic, social and in the helping professions will be experiencing even greater needs for continuing education. In many states, many of the licensed and professional occupations have required or mandatory continuing education. We believe this will continue to expand to other states, where, in not too many years, most states will have mandatory continuing education for all state licensed and certified occupations and the professions. This means that the challenges are ever growing and expanding for a more highly proficient and efficient manager of adult and continuing programs and activities. It would be our sincere hope that the content in each of the chapters in this book, written by professional adult educators, will be of help and assistance to the managers of adult and continuing education programs today and in the future.

It has been a privilege and an honor to work with the authors who have so willingly consented to develop each of the chapters in this book. We express our gratitude to these authors on our behalf and on behalf of those of you who will read and take something from this book.

It is with sincerity that we hope the reader finds value in the content and will in some way find the book enhancing their abilities to manage and administer their present and/or future adult and continuing education responsibilities.

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Part I

An overview . . .
. . . Of This Book
. . . Of Managing Adult and Continuing Education Programs and Staff

Chapter 1

Managing Adult and Continuing Education Programs and Staff

Philip D. Langerman
Douglas H. Smith

This is a book about management. More specifically, it is a book about the art and science of management within adult and continuing education.

This book is for managers of adult and continuing education programs. To state this clarification now may result in losing those readers who have gotten beyond the title, preface and content pages, because most persons in adult and continuing education *do not see themselves as managers*!

When attending a meeting in which educators are asked to give their names and something about themselves, we hear such titles as Director, Dean, Coordinator, Consultant, Instructor, Professor (and all the ranks therein), Facilitator, Trainer, Recruiter, Enabler, *ad infinitum*. Affixed or prefixed to such titles is a similar number of adult and continuing education descriptors, from the more traditional (Adult Education, Continuing Education, Training), the current "in" titles (Lifelong Learning, Human Resource Development), to the more esoteric (Learning Options, Meditative Studies, Personal Awareness, or Career Education Unlimited, or C.E.U.—now, not only a play on words, but on letters!).

We have been to a myriad of such meetings with adult educators and we can honestly put on one hand the times someone has said, "I am the *Manager* of Adult and Continuing Education Programming at ABC insituation." So why do we select this title and ask fourteen leading adult educators to write on specific aspects of a term virtually no one lays claim to? Because we want to stress the need that most adult educators, regardless of their title, are *managers*. Most adult educators are responsible for the coordinating of certain functions carried out by other people in order to accomplish specific objectives. This basic definition of management reflects both the scope and breadth of the job—the need to be fully aware of the tasks you are responsible for, be sensitive to the people you hire and supervise and, most important, be aware of the objectives you are responsible for accomplishing. Although this book will be examining various components of management, such as leadership, needs analysis, fiscal management, instructional coordination, marketing, evaluation and so forth, it needs to be stressed at the onset that management is a *process*. It is a way of carrying out the job of bringing together resources (ideas, programs, materials, funds) and people (coordinators, instructors, participants, and other segments of the organization or community) for the accomplishment of specific adult learning goals and objectives.

Thus, people involved in both the administration and coordination of programs, and people involved in a teaching of adult and continuing education programs can both be identified as managers in the real sense of the word. Although we maintain that much could be obtained by instructors reading selected chapters of this book, the book is directed to those persons assigned the responsibility of administering and coordinating adult and continuing education programs.

This is also a book to assist managers, both the "Young Turks" and the "Old Guard", in problem solving and decision making. Along with observing that few adult educators identify themselves as managers, we have also noted that not too many are very good in analyzing problems and making appropriate decisions. Too many adult educators are too prone to take problems upon their shoulders when it would have been better left alone. Being in a role of assisting adult learners, adult educators often believe they have an answer, even though a question may not have been asked. Or, in terms of transactional analysis (TA) they let their Parent and Child take on problems and make decisions, when the Adult part of their personality should have been in control (Thomas A. Harris, *I'm Okay, You're Okay*, New York: Harper and Row, 1969).

Consider, briefly, the following situations:

- A receptionist who deals with the public is chewing gum while at her work.
- A female employee, who also deals with the public, comes to work in what you perceive to be a very tight skirt or slacks.
- A secretary whom you supervise, and who produces as much or more work than others in similar jobs, has been taking coffee breaks 5 to 10 minutes longer than permitted.

- A local attorney, and a good instructor, would like to teach a business law course you and the business administration department have scheduled, but the business administration department chairperson wants one of his new upcoming, but not very competent, faculty members to teach the course.
- A subordinate is frequently late to your weekly staff meeting.
- A coordinator, under your direction, was five dollars over when the registration fees for a workshop were totaled and has balanced the income by pocketing the five dollars.
- A coordinator under your direction, having interviewed five secretarial candidates, has verbally offered employment to one of the candidates without checking references. After checking the candidate's references the coordinator now wants to rescind the offer of employment.

These situations are all typical and, in fact, are actual incidents related by adult and continuing education directors and coordinators. The two basic questions to ask for each situation are (1) is it a troublesome situation or is it a real or potential problem and (2) who should deal with the situation?

It is the intended purpose of all contributing to this book that you find, if not the answer to these and other situations you are currently or foresee dealing with, at least some solid substance to aid in dealing with these situations. It is also our hope you will be able to differentiate between a troublesome situation, such as the first four situations, and a real problem, such as the last three, and that you will also know when you must deal directly with the situation, which is necessary in the last four, but all for different reasons.

Having stipulated the intended purposes and identified the target audience, some key phrases used throughout the book should be clarified.

DEFINING SOME KEY TERMS

It is important that some terms used throughout the book be stated and clarified, both to emphasize how some terms can be used interchangeably, and how they will also be used within the context of this book.

Management. Management may be defined as the art and science of working with people in order to achieve organizational goals and objectives. The fundamental functions of management are often designated as planning, organizing, implementing, controlling and evaluating.

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Planning, the first essential function, is to determine what must be done by the staff (managerial staff, instructors, clerical staff, and so forth) in order to accomplish the assigned tasks. This requires an ability to look ahead purposefully. In short, planning is defined as the process and attempt to pre-determine the course of action. A product of the planning process is a plan.

Organizing consists of executing the plan through the distribution or allocation of the necessary tasks or activities among the members of the group or staff. This consists of allocating tasks, delegating authority, and establishing relations. It may be thought of as making the plan meaningful to each member of the group.

Implementing means to carry out the activities established in the planning and organizing functions, i.e., to take the necessary measures that will start and continue actions as long as they are needed in order to accomplish the necessary tasks.

Controlling and evaluating consists of developing strategies for "follow-up" so that the work of others is progressing satisfactorily toward pre-determined goals and objectives. Establishing a good plan, a sound organization and successful implementation does not necessarily assure the plan will be a success. Discrepancies, misunderstandings, reinterpretations, and unexpected contingencies may arise. Such contingencies must be recognized quickly by the manager so that corrective action may be taken. Answers are sought to the question, "How well *should* the work be done?" and "How well *is* it being done?".

Management and Administration. These two terms will be used interchangeably in this book. They both refer to the bringing together of resources and people for the accomplishment of specific goals and objectives. If we were pressed to draw a distinction between the two, management could be viewed as the coordination and delegation of person-oriented activities, whereas administration would be the development and completion of task-oriented activities. This distinction only serves to illustrate why they should be viewed interchangeably, as most tasks cannot be accomplished without human interface.

Adult and Continuing Education. Another set of terms to be used interchangeably throughout this book. Both terms have gained wide acceptance. With some adult educators preferring to use one or the other, the ultimate term is governed by whatever is preferred by the target audience in marketing a program. Most local school districts often identify their program as an adult education program, whereas community colleges, colleges and universities identify their program as continuing education. Another phrase gaining widespread acceptance is community education. Within business, industry, and government a phrase widely used is training and development. Without a doubt, there are others. They all refer to a process, more structured than unstructured, which provides learning opportunities for adults. In this book the phrase "adult and continuing education" will be used as an inclusive phrase of all structured learning opportunities for adults.

Programs and Organizations. This was the most difficult for which to select the most appropriate phrase. The term "program" is widely used and can simultaneously refer, on the one hand, to a total adult education or training division within a school, hospital, business or government agency. On the other hand, it can refer to a specific one or two hour in-service training session within that same division.

It would be the preference of the editors to use a more identifiable term, i.e., adult education organization when referring to managing the total division, and an adult education training session when referring to managing specific training. However, because of its widespread use, the term "program" will be used extensively throughout the book. Its specific application and use will be clarified within the context of each chapter.

ABOUT THE AUTHORS

Each chapter was written by an author selected for his or her expertise in his or her respective area. This expertise reflects both depth in conceptual understanding and experience. The authors were asked to write on their respective areas so that it would have maximum value in assisting continuing education administrators, including deans, directors, supervisors, coordinators, training directors and teachers, in more effectively managing their adult and continuing education programs. The authors were asked to make their material applicable to adult educators in secondary schools, junior and community colleges, four-year colleges and universities, as well as training directors in business, industry, government and other service agencies.

The entire book was developed so that it would be an appropriate blend of conceptual understanding and application, using many "how to" ideas, but also defining the rationale for why these techniques were chosen above others. The authors were urged to provide both a descriptive and a prescriptive framework, thus enabling the reader to look at specific adult education application within the understanding of a sample problem or situation and providing a conceptual understanding of the situation, hopefully providing an awareness of how theory is put into practice. Whenever appropriate the authors were asked to develop or refer to selected models and examples, i.e., checklists, flow charts, definitions, sample forms and so forth. Thus, most chapters have a variety of such references that can be used by new and experienced managers.

The book is divided into three major sections. The first is an introductory section, consisting of the first three chapters and providing an overview and purpose of the book, describing an initial image of the adult and continuing education manager and establishing the desired climate for humanistic and systematic delivery of adult and continuing education programs. This section portrays the manager as an individual concerned about people, who will set an atmosphere for effective management of his or her program. It also provides an initial outline of various managerial styles that have been used successfully in different adult and continuing education settings. The section concludes with a guideline on examining one's managerial style, program and time, and consideration of appropriate professional and ethical beliefs and behavior.

The second section is directed to the *managing of programs* in adult and continuing education. Seven chapters comprise this section, giving conceptual understanding and guidelines in the area of needs assessment (Chapter 4), program coordination within a community (Chapter 5), curriculum design and instructional strategies (Chapter 6), promoting and marketing adult and continuing education programs (Chapter 7); two chapters identifying the sources of funds for adult and continuing education (Chapter 8) and managing these funds (Chapter 9); and a final chapter on effectively evaluating adult and continuing education programs and activities. Collectively this second section provides both a conceptual and practical framework from which adult and continuing education managers can gain insight and aid in those areas common to all management, such as budgeting and fiscal management, and those areas unique to the field, such as needs assessment, program design and coordination, marketing and program evaluation.

The final section considers the other major area of responsibility, *managing people*. The three chapters in this section discuss the importance of relating the managerial tasks and the people responsible for carrying out those tasks, i.e., the bringing together of personal goals and organizational goals. The section also considers formal and informal communication, motivation and managing conflicts within organizations.

The book has but one purpose—to assist persons presently in adult and continuing education, and persons desiring to work in this exciting and expanding field, to more realistically understand their roles as managers of adult and continuing education programs and staff. With this single purpose in mind, this chapter now concludes with a self-assessment form for determining those areas in management that should be addressed first.

AS AN END TO THE BEGINNING. . .

To further assist you in your professional growth, and to aid you in your reading this book, following is a self-assessment guide for determining those areas in management you perceive to be important in your career, and also to determine your present level of competence in each area. This list was developed at Drake University as one of the major projects of the Iowa Professional Development Program for Adult Educators.

The competencies listed were determined through the use of the Delphi Technique as determined by a selected panel of experienced adult and continuing education administrators. Thus, it is a list developed and selected by people within the field. It is to be used as a guide in your self-assessment and in the development of related learning objectives. It is hoped that this book will aid you in accomplishing those objectives.

So, as an end to this beginning, the following is the self-assessment guide. The guide and the remaining twelve chapters are offered for your information, insight and personal and professional growth.

A SELF-ASSESSMENT AND DIAGNOSTIC GUIDE FOR DETERMINING THE NECESSARY MANAGERIAL COMPETENCIES

DIRECTIONS: On the following 25 pages are listed a number of competencies considered essential for adult and continuing education managers to have in order to effectively carry out their responsibilities. The competencies are grouped into six areas of importance to adult and continuing education managers: (1) Scope and Goal of Adult Education, (2) Basic Management Concepts, (3) Planning, (4) Organizing, (5) Implementing and (6) Evaluating. The competencies are further divided into three levels—*knowledge* level (knowledge of concepts or techniques), *skill* level (skill in doing or carrying out necessary activities) and *beliefs* or *attitudes* level (beliefs about one's capabilities, and attitudes toward management). Each of the *knowledge* and *skill* levels is further divided into *beginning* level and *advanced* level.

Please read each of the statements and then indicate (1) how important this competency is to your "career" as an adult and continuing education manager and (2) what is your present level of development in the specific competency.

A SELF-ASSESSMENT AND DIAGNOSTIC GUIDE FOR DETERMINING THE NECESSARY MANAGERIAL COMPETENCIES

COMPETENCIES	Importance To My Career			Level of Present Development			
1. Scope and Goal of Adult Education	none	med	high	none	low	med	high
1.1 *Knowledge Competencies—Beginning Levels* At the beginning of his/her job, an adult education manager should have knowledge of:							
1.1.1 Theory and practice of teaching in adult education.							
1.1.2 The philosophical bases and issues of adult education.							
1.1.3 Agencies and institutions found in the community.							
1.1.4 The financing of adult education.							
1.1.5 Social structure and characteristics of the community.							
1.1.6 The community development approach to adult education.							
1.1.7 The nature of the literacy problem in the U.S.							
1.1.8 Recruiting the adult as a learner.							
1.1.9 New developments and recent recommendations in adult education.							
1.1.10 Institutional arrangements of adult education.							
1.2 *Knowledge Competencies—Advanced Levels* Later in his/her job, an adult education manager should have knowledge of:							

COMPETENCIES	Importance To My Career			Level of Present Development			
1. Scope and Goal of Adult Education (continued)	none	med	high	none	low	med	high
1.2.1 The nature of adult education legislation.							
1.2.2 The historical structure and background of adult education.							
1.2.3 The historic and contemporary approaches to literacy.							
1.2.4 The emergence of adult education as a marginal institution.							
1.3 *Skill Competencies — Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
1.3.1 Interpret the adult program to other teachers and the community.							
1.3.2 Apply the concept of adult and continuing education to increase her/his professional competence.							
1.3.3 Explain the difference between teaching children and teaching adults.							
1.3.4 Use the services of state and local agencies responsible for adult education.							
1.3.5 Use the techniques of public relations.							
1.3.6 Identify the problems and principles of management in adult education.							
1.3.7 Organize and use the services of local advisory committees.							

COMPETENCIES	Importance To My Career			Level of Present Development			
1. Scope and Goal of Adult Education (continued)	none	med	high	none	low	med	high
1.3.8 Explain the processes involved in group or community change.							
1.4 *Skill Competencies — Advanced Levels* Later in her/his job, an adult education manager should be able to:							
1.4.1 Analyze and interpret national, state and local objectives of adult education.							
1.4.2 Interpret the structure of the community or organization.							
1.4.3 Identify the current issues in adult education.							
1.4.4 Analyze and interpret the intent of enabling legislation of adult education.							
1.4.5 Use information from professional journals, organizations and associations.							
1.4.6 Interpret, evaluate, use, plan and conduct pertinent research in adult education.							
1.4.7 Interpret the foundations of adult education.							
1.4.8 Explain the goals of general education.							
1.4.9 Explain the similarities and differences between general and adult education.							
1.4.10 Identify similarities and differences between two or more educational philosophies.							

COMPETENCIES	Importance To My Career			Level of Present Development			
1. Scope and Goal of Adult Education	none	med	high	none	low	med	high
1.4.11 Identify the philosophic base of adult education and interpret its various aspects in American society.							
1.4.12 Explain the theories which relate to the andragogical model.							
1.5 *Beliefs and Attitudes on the Scope and Goal of Adult Education.* The adult education manager should have:							
1.5.1 Confidence in her/his ability as a manager.							
1.5.2 A strong commitment to adult education.							
1.5.3 A commitment for continuous learning.							
1.5.4 Beliefs that innovation & experimentation are necessary and desirable for the growth of adult education.							
1.5.5 Beliefs in a responsive and responsible citizenry.							
1.5.6 Accepted a system of values about education.							
1.5.7 Desires to be a responsible leader of his/her profession.							
1.5.8 Should accept responsibility for personal behaviors that affect the health of others.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts	none	med	high	none	low	med	high
2.1 *Knowledge Competencies — Beginning Levels* At the beginning of her/his job, an adult education manager should have knowledge of:							
2.1.1 How to read memorandums and reports.							
2.1.2 How to recognize the accomplishments of others.							
2.1.3 How to use written communications in forms, reports and correspondence.							
2.1.4 Understanding that the manager must help new employees adjust to their jobs, seeing that they are trained for the job and that they become acquainted with fellow employees.							
2.1.5 How to motivate others for best performance.							
2.1.6 How to communicate with others in order to motivate them to work willingly.							
2.1.7 Understanding that to control grievances within the organization, employees should be given timely information concerning policies and procedures.							
2.1.8 How to get results through people by practicing effective human relations.							
2.1.9 Employee morale as a primary responsibility of managers.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.1.10 How to adapt ideas to improve performance.							
2.1.11 How to develop and maintain a pleasant working environment.							
2.1.12 The evidences of poor morale, high personnel turnover, numerous grievances, increased absenteeism and tardiness, restriction of output.							
2.1.13 Proposal writing procedures							
2.2 *Knowledge Competencies—Advanced Levels* Later in her/his job, an adult education manager should have knowledge of: (No items in this group)							
2.3 *Skill Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
2.3.1 Adjust to change.							
2.3.2 Understand one's self.							
2.3.4 Talk clearly and pleasantly conveying spirit and enthusiasm.							
2.3.5 Generate enthusiasm towards people.							
2.3.6 Select the right person to do a job, giving clear directions and seeing that the job is properly carried out.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.3.7 Convey directions and instructions clearly to employees.							
2.3.8 Demonstrate initiative and creativity.							
2.3.9 Plan and organize work.							
2.3.10 Develop and maintain harmonious relationships among employees.							
2.3.11 Develop personality traits necessary for successful job performance.							
2.3.12 Write informative and effective correspondence.							
2.3.13 Conduct periodic employee meetings to promote the highest possible group effort and spirit.							
2.3.14 Determine responsibilities of employees.							
2.4 *Skill Competencies—Advanced Levels* Later in her/his job, an adult education manager should be able to:							
2.4.1 Work cooperatively with fellow employees, supervisors and management, and be aware of their needs and motivations.							
2.4.2 Interpret management's policies to the employer and employee's problems to management.							
2.4.3 Interview employees regarding corrections and grievances.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.4.4 Establish individualized staff development plans for staff.							
2.4.5 Compile several reports into a composite report, statement or presentation for management.							
2.5 *Beliefs and Attitudes on the Basic Management Concepts of Adult Education* The adult education manager should have:							
2.5.1 Feelings that the effective manager must be a leader whose job is to achieve results through other people.							
2.5.2 Beliefs that by listening "with a sensitive ear" one can often discover true sources of complaints or grievances among personnel.							
2.5.3 Beliefs that communication must be a two-way process between management and employees.							
2.5.4 Beliefs that communications between the various departments and divisions will result in a more efficient operation with mutual benefits to all.							
2.5.5 Beliefs that employee morale is a primary concern of managers.							
2.5.6 A realization that employee morale is influenced by the manager's attitude.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.5.7 An attitude that leadership concentrates on effective relationships with others, but is oriented toward making progress and achieving results.							
2.5.8 An awareness that an employee must accept and adjust to changes.							
2.5.9 Beliefs that a manager should set an example of personal work habits and character that employees can emulate.							
2.5.10 Beliefs that good human relations build good public relations.							
2.5.11 An awareness that properly kept personnel records can create good employee relations and increase morale.							
2.5.12 Beliefs that creativity among personnel should be rewarded.							
2.5.13 Willingness to accept and put into practice the planned policies and procedures of management.							
2.5.14 Beliefs that one should join and participate in meetings and activities which will improve personal and professional development.							
2.5.15 Beliefs that each employee should be made to feel her or his efforts are really appreciated.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.5.16 Beliefs that employees should have a part in planning those things which affect their working conditions.							
2.5.17 Beliefs that there should be a constant and intelligent effort on the part of managers to be absolutely fair in every policy and every practice.							
2.5.18 The realization that conditions should be such that working proves to be a satisfying social experience as well as a means to making a livelihood.							
2.5.19 Beliefs that lines of authority should be followed so that a manager's or supervisor's position may not be weakened by other managers dealing directly with employees on matters that are logically in the manager's domain.							
2.5.20 Beliefs that management must be continuously aware of promotional and transfer possibilities among personnel in successfully filling job vacancies.							
2.5.21 Beliefs that established methods should be constantly questioned and new ideas incorporated to improve service.							
2.5.22 Recognize it is necessary to take certain risks in order to improve operations and increase enrollment.							
2.5.23 The realization that employee morale is influenced by the structure of staffing.							

COMPETENCIES	Importance To My Career			Level of Present Development			
2. Basic Management Concepts (continued)	none	med	high	none	low	med	high
2.5.24 Beliefs that employees should play a major role in program planning.							
3. Planning **3.1** *Knowledge Competencies—Beginning Levels* At the beginning of his/her job, an adult education manager should have knowledge of:							
3.1.1 How to determine the goals of a department or area.							
3.1.2 How to establish procedures to accomplish goals.							
3.1.3 How to develop a budget.							
3.1.4 Local and national factors such as governmental decisions and employment trends which influence one's planning.							
3.1.5 How to contribute to the definition and development of the instructional program of the organization.							
3.2 *Knowledge Competencies—Advanced Levels* Later in her/his job, an adult education manager should have knowledge of:							
3.2.1 How to determine priorities.							
3.2.2 How to plan for the future from current operations data.							
3.2.3 The intangibles, such as human relations factors, long-run economic factors and innovations which may influence program planning.							

COMPETENCIES	Importance To My Career			Level of Present Development			
3. Planning (continued)	none	med	high	none	low	med	high
3.2.4 How to analyze long-range needs for the offerings of the adult education program.							
3.2.5 The procedures for analyzing, interpreting and evaluating present and past programs in planning future programs.							
3.2.6 How to establish standards for a department or area.							
3.2.7 The relationship of each specialty to the goals of the organization and the client's organization.							
3.2.8 How to select and sequence student performance objectives for a course.							
3.2.9 Employer discrimination in business and industry.							
3.3 *Skill Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
3.3.1 Apply an understanding of goals and objectives to establishing general goals and operational objectives.							
3.3.2 Evaluate existing materials and resources to meet the needs of a given clientele.							
3.3.3 Plan a program budget proposal for salaries, supplies, services and instructional materials.							

COMPETENCIES	Importance To My Career			Level of Present Development			
3. Planning (continued)	none	med	high	none	low	med	high
3.3.4 Develop and/or modify a course of study to meet the needs of a given clientele.							
3.3.5 Demonstrate ability to work with business and industry.							
3.3.6 Determine educational needs and goals of a given clientele.							
3.3.7 Assist in writing general objectives for courses and programs.							
3.4 *Skill Competencies—Advanced Levels* Later in her/his job, an adult education manager should be able to:							
3.4.1 Demonstrate ability to establish community linkages.							
3.4.2 Establish staff development activities for instructional staff.							
3.4.3 Assist in the identification of the educational philosophy and objectives for the organization.							
3.4.4 Adapt existing community survey materials to local needs.							
3.4.5 Prepare a capital budget proposal for new equipment.							
3.4.6 Identify the role and function of advisory committee and establish the criteria for selection of the advisory committee members.							
3.4.7 Orient the advisory committee members to their role and function.							

COMPETENCIES	Importance To My Career			Level of Present Development			
3. **Planning (continued)**	none	med	high	none	low	med	high
3.4.8 Identify the competencies needed for an occupation, and revise frequently as needs identified by industry change.							
3.4.9 Anticipate changes in adult habits, changes in local market conditions, etc., that will demand changes in programming, budgeting, personnel, scheduling, etc.							
3.4.10 Select and analyze pertinent factors from a statistical or written report.							
3.4.11 Identify sources of job descriptions and job analysis.							
3.4.12 Interpret consumer demand as it applies to the learning resources that are available.							
3.4.13 Identify and interpret demographic data to determine the social, economic and manpower needs in the local and state labor market.							
3.5 *Beliefs and Attitudes on the Planning of Adult Education* The adult education manager should have:							
3.5.1 Beliefs in the need to be aware of local, state and national racial, economic and educational actions and trends for both current and future planning.							
3.5.2 Confidence in her/his ability to convert an idea into a functional educational learning experience.							

COMPETENCIES	Importance To My Career			Level of Present Development			
3. Planning (continued)	none	med	high	none	low	med	high
3.5.3 Beliefs in the importance of carefully planning her/his personal activities as this will be extended to planning program activities.							
3.5.4 Confidence in her/his ability to assist individuals and groups in planning educational expenses.							
3.5.5 Beliefs in the importance of functional budgets as both a planning guide and means of controlling expenses.							
3.5.6 Desires to involve appropriate representatives in an advisory role to plan, promote and evaluate programs.							
3.5.7 Beliefs in the importance of developing goals from which functional objectives can be carried out.							
3.5.8 An awareness of the importance of goals as a means of informing others of the ultimate accomplishments of a program.							
3.5.9 An awareness that in gauging the efficiency of the staff, it is best to establish standards of performance of employees performing various job duties.							
3.5.10 An awareness of the utilization of functional objectives as a means to direct and evaluate the performance of employees.							

COMPETENCIES	Importance To My Career			Level of Present Development			
3. Planning (continued)	none	med	high	none	low	med	high
3.5.11 Beliefs in the importance of careful scheduling and organization of workloads to help maintain high employee morale and work performed according to schedule.							
4. Organizing 4.1 *Knowledge Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should have knowledge of:							
4.1.1 How to organize and schedule resources (i.e., equipment and supplies) to have maximum utilization.							
4.1.2 The ways to make job orientation for staff and instructors friendly, skillful and adequate.							
4.1.3 How to provide information about programs which will create desire and interest in learners.							
4.1.4 Interviewing potential employees, obtaining all necessary data and offering them information concerning the organization—its operations and policies.							
4.1.5 How to determine group and individual learning experiences based on individual differences of adults.							
4.1.6 How to plan an inventory control system for equipment and supplies.							

COMPETENCIES	Importance To My Career			Level of Present Development			
4. Organizing (continued)	none	med	high	none	low	med	high
4.1.7 How to plan a maintenance and repair system for equipment and supplies.							
4.1.8 The qualifications of the organization for recruiting new employees (staff and instructors).							
4.2 *Knowledge Competencies—Advanced Levels* Later in her/his job, an adult education manager should have knowledge of:							
4.2.1 How to carefully select and place employees in positions in which they can perform effectively.							
4.2.2 How to communicate assignments to others.							
4.2.3 The uses of promotional and institutional advertising.							
4.2.4 The types of information or events which might be of interest to the public from a public relations or publicity standpoint.							
4.2.5 The types of media and costs for advertising periodicals (newspapers, magazines, trade journals), mass media (radio, T.V., billboards) and direct advertising (catalogs, circulars, letters).							
4.2.6 How to develop a learning hierarchy to meet standards required by business and industry, health, government and other occupational fields.							

COMPETENCIES	Importance To My Career			Level of Present Development			
4. Organizing (continued)	none	med	high	none	low	med	high
4.3 *Skill Competencies — Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
4.3.1 Identify those persons most nearly qualified for a position when recruiting potential employees.							
4.3.2 Train employees (staff and instructors) and following-up on the effectiveness of training.							
4.3.3 Select and use the methods of training best suited to adult learners and programs.							
4.4 *Skill Competencies — Advanced* Later in her/his job, an adult education manager should be able to:							
4.4.4 Determine when employees (staff and instructors) are needed in order to accomplish desired program objectives.							
4.4.5 Plan an advertising program that will best promote a given program (course, seminar, conference, etc.).							
4.4.6 Think ahead and plan for any emergencies that might arise.							
4.5 *Beliefs and Attitudes on Organizing Adult Education* The adult education manager should have:							

COMPETENCIES	Importance To My Career			Level of Present Development			
4. Organizing (continued)	none	med	high	none	low	med	high
4.5.1 Beliefs that a plan of recruitment is necessary to fill openings within the managerial and instructional staff.							
4.5.2 Beliefs that a manager must help new employees (staff and instructors) adjust to their position, seeing that they are trained for the position and that they become acquainted with fellow employees.							
4.5.3 Beliefs that attention must be paid to state and local laws regulating the hiring of minors, the use of women for certain jobs, wages and hours and occupational health and safety.							
4.5.4 Beliefs that wage schedules and job classifications should be followed closely for best personnel management.							
4.5.5 Beliefs that careful scheduling and organization of workloads help maintain high employee morale and work performed according to schedule.							
4.5.6 Beliefs that a good manager must also be an effective teacher or trainer.							
4.5.7 Beliefs that a continual program of training and retraining employees with current trends and knowledge must be carried out.							

COMPETENCIES	Importance To My Career			Level of Present Development			
4. Organizing (continued)	none	med	high	none	low	med	high
4.5.8 Beliefs that employees who effectively carry out their responsibilities and an organization that functions smoothly are usually outcomes of effective employee training.							
4.5.9 Beliefs that advertising can produce immediate enrollments or create a favorable attitude toward the organization for future programs.							
5. Implementing **5.1** *Knowledge Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should have knowledge of:							
5.1.1 How to handle employee complaints.							
5.1.2 How to maintain morale among employees (staff and instructors).							
5.1.3 How to motivate others for best performance.							
5.1.4 How to assign work to be done by others.							
5.1.5 How to insure that employees comply with their assignments.							
5.1.6 How to keep superiors informed of the progress of programs.							
5.1.7 Conducting learning experiences consistent with the client's learning style, attitudes and previous experience.							

COMPETENCIES	Importance To My Career			Level of Present Development			
5. Implementing (continued)	none	med	high	none	low	med	high
5.1.8 How to properly handle records for the effective control of program operations.							
5.1.9 How to coordinate programs, to operate equipment and make emergency repairs if necessary.							
5.1.10 How to administer first aid in case of emergency							
5.2 *Knowledge Competencies—Advanced Levels* Later in her/his job, an adult education manager should have knowledge of:							
(No items in this group)							
5.3 *Skill Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
5.3.1 Coordinate and conduct programs, assuring that proper equipment is available when needed and the instructors are provided ongoing feedback of their teaching.							
5.3.2 Make proper and timely decisions.							
5.3.3 Exchange information with subordinates in the division or department.							
5.3.4 Communicate with other departments or areas.							
5.3.5 Seek cooperation of other departments or areas.							

COMPETENCIES	Importance To My Career			Level of Present Development			
5. Implementing (continued)	none	med	high	none	low	med	high
5.3.6 Select the right person to do a job, giving clear instructions and seeing that instructions are properly carried out.							
5.3.7 Interpret to central management the progress of certain programs, systems or functions.							
5.4 *Skill Competencies—Advanced Levels* Later in her/his job, an adult education manager should be able to:							
5.4.1 Conduct productive staff meetings, inviting and involving both full- and part-time managerial and, when appropriate, instructional staff.							
5.4.2 Capitalize on the talents and attributes of employees both to their benefit and that of the program.							
5.5 *Beliefs and Attitudes on Implementing Adult Education* The adult education manager should have:							
5.5.1 An awareness of the importance of a manager setting an example of personal work habits and character which employees can emulate.							
5.5.2 Beliefs that involving other staff members through delegation of activities results in their accepting greater responsibility of the outcome of the activities.							
5.5.3 Beliefs that good human relations helps increase performance by stimulating interest and creativeness in employees.							

COMPETENCIES	Importance To My Career			Level of Present Development			
6. Evaluating	none	med	high	none	low	med	high
6.1 *Knowledge Competencies—Beginning Levels* *At the beginning of her/his job, an adult education manager should have knowledge of:*							
6.1.1 How to control operating expenses.							
6.1.2 How to control expenses in order to provide the lowest possible charge (fee).							
6.2 *Knowledge Competencies—Advanced* Later in her/his job, an adult education manager should have knowledge of:							
6.2.1 How to appraise employee performance in relation to program goals.							
6.2.2 How to interview employees regarding corrections and grievances.							
6.2.3 How to compare current operations with past performance or expectations.							
6.2.4 How to use records to analyze the success of a specific program or programs.							
6.2.5 How to analyze budgets and actual expenditures.							
6.2.6 How to follow through on the initial experiences of new employees, determining whether they are to be retrained, transferred or released.							

COMPETENCIES	Importance To My Career			Level of Present Development			
6. Evaluating (continued)	none	med	high	none	low	med	high
6.2.7 How to utilize business or industry evaluation tools and techniques where available and applicable.							
6.3 *Skill Competencies—Beginning Levels* At the beginning of her/his job, an adult education manager should be able to:							
6.3.1 Evaluate one's own techniques and methods of management, utilizing staff evaluation when available.							
6.3.2 Recognize the accomplishments of others.							
6.3.3 Tactfully identify mistakes employees have made and help them constructively correct the mistakes.							
6.3.4 Collect information and prepare reports.							
6.3.5 Insure accuracy in paperwork.							
6.4 *Skill Competencies—Advanced Levels* Later in her/his job, an adult education manager should be able to:							
6.4.1 Evaluate program effectiveness in relation to program goals and objectives.							
6.4.2 Evaluate the abilities, interests and performance of employees in relation to advancement.							

COMPETENCIES	Importance To My Career			Level of Present Development			
6. Evaluating (continued)	none	med	high	none	low	med	high
6.4.3 Evaluate the effectiveness of advertising in terms of enrollments and costs.							
6.5 *Beliefs and Attitudes on Evaluating Adult Education* The adult education manager should have:							
6.5.1 Beliefs in evaluation being a process of delineating, obtaining and providing useful information for judging decisions and alternatives.							
6.5.2 Beliefs that evaluation is an integral part of an activity from the very beginning and not something conducted at the close of the activity.							
6.5.3 Desire to provide employees with appropriate and timely evaluation of their growth within their job and for the benefit of the progress of the total program.							
6.5.4 Beliefs that each employee should be made to feel his or her efforts are really appreciated.							

Chapter 2

Creating the Right Climate

Eugene I. Johnson

A Mid-eastern sage by the name of Nasrudin was once walking down a lonely road when he saw a company of men approaching. Believing them to be bandits, he tried to hide by jumping over the wall of a cemetery beside the road and lying down in a newly dug gravesite. The "bandits" were only pilgrims, enroute to a holy site. They had observed Nasrudin's strange behavior and were puzzled by it. As the pilgrims came closer, their leader walked to the place where Nasrudin was lying and said, "What on earth are you doing there?"

Nasrudin slowly stood up and replied: "Just because you can ask a simple question does not mean there is a simple answer to it. Let us say that I am here because of you and you are here because of me."

Nasrudin's response may accurately reflect the interdependence of the manager of a program of adult and continuing education and the people, organizations and communities to be served, but it throws no light on the several factors that can make that relationship a strong and growing one. The need for a good organizational climate for the systematic delivery of adult and continuing education is one of those factors. It is the one that this chapter explores. Several measures leading to a good climate for adult and continuing education considered here are:

1. personal characteristics of the manager,
2. the need for a philosophy for the program,
3. understanding the nature of an organization,
4. basic elements in creating the right climate, i.e., the willingness of the administrator to follow them and the ability to ensure that all persons working in the program—administrators, instructors,

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and clerical workers—also understand and know how to introduce and maintain them.

So that there is no confusion over the term *climate*, as used within this chapter, it means that intangible set of factors that condition the relations of the manager or the instructor with people, their receptivity to ideas and programs, and their ability to draw on the talents and services of a wide range of people. The comments presented apply to the entire range of situations in which managers of adult and continuing education programs work. The program may be large with a personnel force of hundreds, or small, consisting of a single administrator with a part-time secretary. It may be conducted by a public institution—the community college or the cooperative extension service or a private college or university, for example—or it may exist in a church, business or industry, the Armed Forces, a voluntary organization such as the Red Cross and the American Cancer Society, the League of Women Voters or any place where the education of adults is seen as a means of personal enrichment or contributing to organizational or community development. The setting and the size of a program may change; the elements of a good climate do not.

It should also be noted that the manager of a program of adult and continuing education exercises leadership in two general kinds of environments or settings. One setting is internal, the agency within which the manager develops and carries out the program. The other is external, consisting of a web of contacts and associations which the manager develops in the larger community in which the agency exists. Even though the program serves a completely internal population, as in the case of a training director for an industry or the director of training for an organization utilizing large numbers of volunteers, community influences will inevitably affect the program. These influences cannot be ignored or responded to in a manner basically inconsistent with the approach taken to the major population targets.

PERSONAL CHARACTERISTICS OF THE MANAGER

How does the manager view other persons in the program he or she directs, as well as in community contacts? This is the single most important and sensitive issue in the approach to developing a good climate for continuing education. Does the manager respect people as persons or does he or she simply attempt impersonally to stockpile their skills or experience for use in the program? Does the manager seek to draw staff members and instructors into planning and evaluating the program or does he or she regard them as parts of a machine each of which can be replaced when a narrowly defined purpose has been served? Does the manager increase the sense of worth of those who work in the program, or does their sense of worth shrivel beneath arrogance, condescension or simple indifference to their presence, ideas or other contributions? The manager who seeks to develop the human resources represented by his or her office, instructional staff and community contacts truly earns the description of *the humane manager*. To be sure, many managers may show qualities of kindness and compassion, as the dictionary asserts in defining humane, but the important question still remains: How does that manager really feel about people or view them in the daily operation of the program?

Consider the examples given below. How many of the persons described would you term humane?

> A dean of university extension ordered his staff to report for work the next day, a Saturday, with no consideration for plans staff members might already have for personal or family activities. He waved aside their objections with the observation that they were there to carry on certain tasks and must adjust their personal schedules or plans to meet an "emergency." In this case, the emergency was simply the product of bad planning.
>
> A newly appointed director of a large public school adult education program in a western city was urged by her staff to investigate the possibility of providing continuing education services to a factory located directly across the street from the school. Her reply: "Why should we bother with them? They're just workers. Let their own management take care of them. Our job is to get people to come to the programs we are equipped to offer."
>
> A General in the U.S. Army in World War II tried to rally a battalion of infantrymen, half dead from malaria and malnutrition after a series of forced marches through jungle terrain, with these words: "Are you yellow? You came out here to die, didn't you?"
>
> A high official in a large state university told a faculty protesting certain administrative actions that faculty members were easily replaced. "You are," she said, "replaceable parts in a system. We can easily fill the slots you now fill."

The common thread running through these examples is the inhumane view of people each represents. The General might excuse his statement on the grounds that victory or even survival was at stake. But survival, although on a less urgent level, was also at stake in the example of the university official and the dean of extension. In all four examples, the manager appeared to believe that human beings are expendable in the interests of a larger scheme.

Let no reader of these words believe that an emphasis on the humane quality of the manager is an excuse for a sentimental disregard of such hard realities as time, budget, and other resources. Humaneness should never be used as an excuse for careless planning and haphazard management. The humane manager, however, never forgets that he or she is first and foremost a member of a human community. Any managerial approach in whatever setting that forgets this central truth loses touch with the core of beliefs that holds our society together.

THE NEED FOR A PHILOSOPHY FOR THE ADULT AND CONTINUING EDUCATION PROGRAM

The philosophical base of a program of adult and continuing education is just another name for a statement of general purposes or long range goals. It serves the same function in the development of the program that the preamble to the Constitution of the United States has served in the development of our national governmental policies and programs for almost 200 years. Remember how it starts? "We the people of the United States in order to achieve a more perfect union, provide for the common defense, promote domestic tranquility—."

The philosophy, then, sets the purpose and direction of a program. It provides a common starting point for persons with different kinds of responsibilities and helps them to shape a common image of what they are attempting to do. The statement of philosophy may be quite general or it may be very specific in detailing the areas of educational activity the program may enter and the characteristics of the people it should seek to serve. Statements of philosophy of most comprehensive adult and continuing education programs tend to be general. "To serve those needs of the people of this state that can be met through continuing education" is the way a statement of philosophy of a large state university extension service begins.

Other statements may be worded so precisely that they limit the kind of educational offerings that may be available or the characteristics of the people to whom they are directed. "To provide superior training in contract negotiation and in resolving disputes between workers and management" is how the statement of philosophy of one union begins.

Regardless of the degree of generality or specificity, a philosophical statement should be written. It should also be formally adopted by the governing or policy making body of the agency. The existence of a formally adopted, written statement will not only provide guidance to the staff, it will act as a buffer against sudden and unpredictable changes in support for the program by the top policy making body and the power groups or other elements in the community. It provides a means for introducing newcomers to the community to the program as well as providing a way to acquaint new members of the board of directors to the background of the program and its continuing purpose.

Once a written statement of philosophy exists and has been formally adopted by the agency's policy making body, it should not, of course, be filed away and forgotten. It should be examined at least yearly to determine whether changes or amendments are required. The institution may change its character (a private college might become part of a public system of higher education) or new and unpredicted situations that are controversial in character may suggest greater specificity in the statement of philosophy to handle disagreements over the role of adult and continuing education. Some good programs of adult and continuing education tend to avoid such issues as zoning, abortion, protecting minority rights, etc. because of sharp divisions of opinion in the institution or agency and within the larger community.

While a statement of philosophy, regularly reviewed and brought up to date, cannot solve all the problems a manager of continuing education encounters, it is one of the most reliable tools in creating an effective climate for the systematic development of educational services that meet genuine and current needs.

UNDERSTANDING THE NATURE OF AN ORGANIZATION

An organizational plan is obviously a way of describing the flow of responsibility in a system and the allocation of specific tasks to different persons as well as their relationship to each other. While organizational plans vary greatly in complexity according to the size and diversity of an operation, they are all essential guides to the working of the organizations for which they exist. The development of such a plan will usually present no serious problem to the able manager of adult and continuing education; organizational plans are described in greater detail in later chapters.

The aspect of an organization that is most likely to cause difficulty for the manager is the fact that an organization is also a *social system*. That is, it is made up of people who have personal needs that must be satisfied as well as assigned tasks to accomplish. Most studies of organizations have shown, for example, that persons are very rarely fired because of incompetence. They are most often dismissed for personal reasons—inability to get along with other staff members perhaps. Some personal needs are readily determined by a sensitive manager. A working mother who needs to leave her pre-school age child at a nursery school or day care center before coming to work will usually receive a sympathetic response to her request for an alteration in her work schedule to allow for this need. The more difficult set of personal needs that can affect the climate of adult and continuing education program are those involving individual egos—the need for recognition, for advancement, for good communication, for a work atmosphere that emphasizes caring for each other. The humane manager will provide the thrust to turn a clerical and instructional staff—and yes, the participants, too—into a caring community. This does not mean that managers seek to become another "Dear Abby" or that personal relations take on the character of a soap opera. It does mean that the manager, through personal example and support for caring as part of policy, will gradually sensitize all persons in the program to the need to recognize that tasks will be performed more quickly and efficiently in an organization that sets a climate of caring than in one of indifference. Since there are many good references already available on ways in which personal needs affect the success or failure of an organization, as well how to cope with many of them, no attempt will be made here to go into the matter in greater detail.

An organization, as previously stated, is a social system. The human manager will recognize this and develop appropriate measures to see that a sense of caring is built into the program's operation.

BASIC ELEMENTS IN CREATING THE RIGHT CLIMATE

Three general forces that help to develop a good climate for adult and continuing education have been briefly considered: (1) the manager must be a genuinely humane person, (2) the program should have a written statement of the philosophy on which it rests and the statement should have been officially adopted by the agency or institution of which the adult and continuing education program is a part, and (3) the manager needs to understand the program as a social system and should see that the personal needs of persons working in or served by it are met as well as the needs which are mainly educational in nature.

What else, then, can the manager do to ensure a good climate for the systematic delivery of adult and continuing education? Experience and common sense point to a number of specific actions that can be taken. If the program is a small one, the steps suggested below can probably be carried out directly either by the manager or an assistant. In a large program with many supervisors or department heads and hundreds of teachers, the task is more complex. In such cases, the manager needs to provide for appropriate in-service education, occasional visits, newsletters, and spotting for individual attention those persons in the system who seem not to get the message.

Following are discussed four critical elements that need attention from the chief administrator and all department heads and teachers.

Maintaining a Healthy Physical Environment

This concern includes maintaining a comfortable room temperature, adequate lighting, regular provision for rest breaks and a clear policy regarding smoking. Some agencies have a clear policy against smoking and depend on participants to confine their smoking to scheduled breaks. Others have no policy and leave it to the individual instructor or supervisor to establish one. In this day and age, when health problems caused by smoking have been recognized and non-smokers have become vocal in their objections to working or studying in smoke filled rooms, it is suggested that the instructor or supervisor try to get, through discussion, a consensus on the smoking policy to be followed in any one classroom or educational activity.

Pleasant pictures or prints on the walls and the presence of plants will also help to introduce a less formal and more attractive physical setting.

Finally, the arrangement of chairs and tables should help the educational process rather than retard it. Large lecture rooms still serve a purpose, but much adult and continuing education is carried on in small groups. A room in which the furniture can be easily moved around and rearranged to serve several activities at different times is ideal for adult and continuing education.

Establish Rapport

The good manager will probably have good rapport with those persons with whom he or she comes into contact directly. But what about the instructors? Over a span of 30 years, this author has learned that often teachers of adults simply do not know how to build rapport with the adults they are teaching. Teachers have sometimes reported they feel challenged when walking into a room full of adult learners whom the teacher has not met. "They sit there," one teacher said, "looking as if they dare me to teach them anything."

Usually, nothing could be farther from the truth. The adults are probably strangers to each other, too. They are unsure of their own status in the situation or what may be expected of them. So they remain silent. An experienced and effective teacher will soon put them at ease, calling for introductions and a little background information from each person present. The use of first names may be suggested, since this often helps to reduce the shyness that many persons feel on first meeting a number of strangers. The teacher will take care, however, to determine whether there are those present who prefer not to be called by their first name. A simple method is to ask everyone to sign a roster, indicating the name by which they prefer to be called. This list can then be duplicated and distributed at the next session so that each adult learner has a listing of the members of the class.

A good instructor will indicate that class members, as adults, have rich and varied backgrounds and that their experiences will be as important a factor in the success of the class as anything else. The instructor will also know how to draw that experience out and make it available at appropriate times. The good instructor—like the humane manager—will never forget the central focus of the program—to help individuals grow in knowledge or skill or insight. Attention will be on the adult learners and their needs and progress and not on what the instructor does. The session will be student centered, not procedure oriented.

Rapport also includes the ability to listen, to take note of good ideas and to try to incorporate them in the program. Being available is another essential in building rapport—the right climate. Neither the manager nor the instructor may be able to maintain an open door policy. Both should, however, make it clear when they are available and, if emergencies arise, how they can be reached at other than normal times.

Psychological Support

Psychological support for staff members, instructors and learners is closely allied to building rapport and showing respect for them. It goes beyond that, however, in that it seeks to evoke a stimulus for greater participation and increased personal growth from everybody in the system. The point has already been made that an organization needs to be seen as a social system and the attempt made to transform an impersonal organization into a caring community. The manager needs to provide a good role model for this in his/her own behavior, but, in larger systems, regular in-service education of the staff will need to be provided. The competent manager will avoid sarcasm, for example, and help others to understand the deadly impact of sarcasm on the attitude of the target population and the loss of ability to grow. Diminished rapport, loss of self confidence, and an avoidance of further participation when possible—these are some of the evil consequences of sarcasm.

On the positive side the manager will help his or her staff and instructors (who, in turn, will help participants in the program) understand that discussion is not debate; that changing one's opinion in the light of new information is a sign of maturity; that one person may disagree with the opinion of someone else, but this disagreement does not mean rejection of the other person as a person.

Providing psychological support through the personal example in which the manager directly controls, and through continuous work with instructors and others with whom there may be only occasional contact, psychological support sensitivly given will improve even the best climate, and temper those programs that are lacking in other desirable characteristics.

Faith in the Program

Faith in the future has long been one of the core values of American society and has sustained the American people through difficult times. Faith in the adult and continuing education program is cut from the same cloth. Incredible as it may seem there are thousands of adult and continuing education programs underway in the United States in which the administrators or leaders seem really to lack faith in the value or importance of what they are attempting to provide. To read the history of Will Lou Gray's Opportunity School in South Carolina, the semifictional deeds of Hyman Kaplan, or the progress of a group of adults engaged in discussing the Great Books or Great Decisions in American Foreign Policy is an experience in understanding how people grow. It is an exciting window through which one can witness transformation both in people and in communities.

Adult and continuing education has grown from a poor cousin to a mighty force in the field of education. Part of this growth, of course, is due to the vast changes that have swept over modern society. But a large part is the direct result of those who pioneered while others jeered or turned away. The faith or conviction that has brought adult and continuing education to this high level is a major and critical element in establishing and maintaining a good climate. This faith is not simple boosterism for the activity in which one is engaged. It is born of knowledge of human need, an understanding of ways in which to bring the power of educational resources to bear on that need, and deep respect for the persons involved.

Chapter 3

Managerial Role and Style

Robert C. Mason

THE NEW CONTINUING EDUCATION MANAGER: SOME CONCERNS AND APPREHENSIONS

The best adult and continuing education manager is one who desires to administer or manage and is willing to accept the responsibility of that role. Initially, the new manager of adult and continuing education should be encouraged to participate energetically in areas in which he or she can achieve a sense of personal satisfaction. In the beginning, the new manager may wish to place reasonable limits on tasks in which he or she lacks confidence, enthusiasm, or competence. Apprehensions will gradually diminish as experience and knowledge are gained, personal strengths are realized, and an awareness of all the available resources and assistance is gained. It should be remembered, however, that management is a matter of personal style: a manager should not try to be a carbon copy of someone else.

The often-held belief that successful leaders are born with leadership skills that come naturally in all circumstances appears to be a myth. If leaders do exist who have not had to develop their leadership skills and excel under all conditions, their cases have not been documented in the management and administration literature. However, documented cases of poor leadership abound. The new manager should be aware that studies dealing with the working population indicate that the major reason for worker unhappiness is discontent with the way management authority is used. The new manager should also be aware that the people he or she supervises will play an enormous role in the

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permeation of a positive work attitude throughout the adult and continuing education program.

A new adult and continuing education manager often has concerns and apprehensions about his or her new position. Robert C. Mason and Mary Ann Kathrein (1977) surveyed recent graduates of Northern Illinois University's graduate program in adult and continuing education who are currently in positions of leadership in adult and continuing education, about their professional concerns and apprehensions. Their concerns focused on four administrative areas: (1) the overall organization for which they worked, (2) the role of the adult and continuing education administrator within the sponsoring organization, (3) the managerial skills demanded by the position, and (4) the adult and continuing education administrator's relationships to others within the organization. These four areas are now further described.

It should be noted at this point that these concerns were eventually resolved in anywhere from three months to two years, thus showing that experience, corrective efforts, and time help one to progress toward successful management.

The Sponsoring Organization

In the first area, the sponsoring organization itself, some new managers felt the organization's image within the community to be a source of concern. An initial concern of many new managers centered on inadequate knowledge of the organization, its goals, procedures and policies, and various functions and activities. If the manager was new to the community, he or she was also concerned about learning about the community and clientele served by the organization. Some new managers perceived at first that the organization was unable or unwilling to provide him or her with the budgetary and personnel resources needed to accomplish the program goals. Many were also apprehensive about operating in the business world or in a bureaucratic structure, experiencing or perceiving conflicts in goals, priorities, or operational—even academic freedom. For some managers, these concerns were resolved quickly, through discussion with superiors, on-the-job experience, and working with the clientele; for others, the concerns were on-going.

Roles within the Organization

The study further revealed that, at times, the lack of a clear definition of the role and expectations of the manager, especially in a multi-agency setting, led to concern, confusion, and frustration. Much of this confusion was the result of poor organizational structure, which is discussed in the section titled "Organizing the Comprehensive Adult and Continuing Education Program."

Accompanying this concern were doubts about being able to do the job effectively and truly contribute to the organization's goals. Again, work experience and communication with superiors and clients helped the managers to clarify their roles.

Administrative and Managerial Skills

Administrative and managerial skills demanded by the position, such as planning and organizing, time management, prioritization, and program development and implementation were viewed as on-going problems, with skills being developed through the experience of trial and error. Coping with job stress and interpreting the program and its needs within resource allocations and staff were competencies that also caused difficulty for most new managers. These skills are discussed at length in the following chapters of this book.

Interpersonal Relationships

The fourth major area of concerns of these new managers centered on their relationship with their superiors, staff and clients. Differences in philosophy, lack of delegation of authority for job responsibilities, and inadequate direction and assistance were problem areas in working with superiors. Those voicing these concerns have yet to resolve these difficulties. Establishing credibility with staff and clients because of age and level of experience was a concern of younger managers, but this was resolved rather quickly as they gained experience. Being female was also expressed as being a handicap. Managing personnel, establishing trust relationships with staff, and facilitating the acceptance of change posed problems, as well as learning the political dynamics operating in the organization. The problems of personnel management and relations were eventually resolved in three months to two years by working with the staff, obtaining organizational support, and utilizing a consultant. Work experience also led to a greater insight into political dynamics.

This chapter and the remaining chapters in this book will address these major concerns of new managers and suggest ways in which apprehensions can be alleviated and problems can be solved. The sections of this chapter address the issues of (1) the importance of the relationship of the adult and continuing education program and manager to the supporting institution or organization, (2) the managerial style or styles a person chooses in leading or directing his or her program staff, (3) the basic functions of successful management, (4) the fundamental qualitative or ethical principles that should guide the operation of the program, and (5) the importance of long-range planning to the vitality and future service to society of the adult and continuing education program. The chapter concludes with some thoughts on management for the future and characteristics of good management.

MANAGERIAL ROLE AND THE ORGANIZATION'S INFLUENCE

The organization for which a manager works is just as responsible for the success or failure of the continuing education program as the manager. The type of organization that supports the adult and continuing education program, whether it be rural or urban, large or small, may, in fact, determine the degree of success or frustrations and failure of the leader.

Seldom do programs in adult education operate in an independent organization. Most adult and continuing education programs operate in settings established for purposes other than the education of adults: for the education of youth and degree-seeking students, as in secondary schools, community colleges and universities; or for the provision of goods and services, as in government, business and industry. Therefore, the adult and continuing education activity is usually marginal or subordinate to some larger enterprise. Unfortunately, many of the organizational settings for adult and continuing education may not be congruent with desired principles of adult learning, but may be oriented to worker productivity or degree completion. The adult and continuing education manager, if faced with an atmosphere that is not conducive to adult education, should develop a strategy, which is in concert with principles of adult learning, for achieving an educational environment.

Knowles (1970, pp. 61–64) suggests three ways that this might be done: (1) the continuing education manager could seek to change the parent organization so that its philosophy would be more congruent with adult and continuing education principles, (2) the manager could opt for a semi-autonomous structure for the continuing education program within the larger agency, or (3) the manager could gradually seek modification in policy to experiment with an organizational environment that would enhance continuing education programs.

Most adult and continuing education managers have started with the third concept, and often the adult and continuing education management team may lead the entire organization to change the educational environment to one more conducive to adult learning.

Knowles generalized a direct correlation between the strength of a program as determined by size, quality of output, and support from the organization; and the status of the program's managers in the policymaking structure. He found the strongest public school continuing education programs to be associated with those institutions in which administrative positions for adult and continuing education were on a par with the administrative positions for elementary, secondary, and other major programs. The best programs in industry were those in which the training director had an equal status with the personnel, sales, and other executive officers. In universities the programs were strongest where they were parallel to major divisions, such as academic affairs and student personnel. However, Knowles believes that it is not only the power and prestige of high organizational status that accounts for strong adult and continuing education programs, but also the freedom that status gives adult and continuing education management to concentrate on policies and practices uniquely effective in the education of adults.

MANAGERIAL STYLES

The adult and continuing education manager generally has varying prerogatives and authority in his or her role as program administrator. This is true for those in staff and line positions, including deans, directors and coordinators. How the leader uses his or her authority will affect both the freedom and productivity of assistants, secretaries, faculty and other staff members, as well as the outcomes of the adult and continuing education program.

Managerial styles vary along a continuum between the extremes of purely autocratic and purely democratic. As the manager uses less authority and power, the group members gain greater freedom in making decisions. This type of managerial style is often labeled democratic, collegial, collaborative, or free-rein leadership. As the leader gradually exercises more authority and control, staff freedom declines. Terms used for this second administrative style are autocratic, authoritarian, custodial, or controlled.

The manager of adult and continuing education should consider several questions concerning management role and style in an effort to analyze and develop his or her own effective role and style. These questions might include: How directive and non-directive should I be? When should I make decisions alone, and when should I share this responsibility with others? When does being democratic become passing the buck? How can I avoid ineffective group thinking on the one hand and stifling authoritarianism on the other? How can I, as a leader, be flexible enough to meet changing situations and still give consistent leadership to the group?

Much debate has taken place over the most effective way to obtain effective and efficient performance by staff members. Should managers influence behavior by appeal to lower level physiological, safety, and security needs and impose their will on subordinates? Or should they appeal to higher level needs for autonomy, competence, and achievement and encourage subordinates to participate in decision making to some degree? Many management theorists have argued loud and long over this question with inconclusive results. Much empirical research has been conducted to test the various theories, and both sides seem partially right. Following is a discussion of these three theories on managerial styles in this complex debate. It should be kept in mind while reading the following descriptions that these theories are various approaches to identifying the manager's need to be keenly aware of both his or her responsibilities to the tasks to be done and the persons who are to do them.

Theories X and Y[1]

Douglas McGregor (1960) set forth two opposing sets of assumptions about human beings which he thought were implied by the actions of autocratic and more permissive democratic managers. He called these two management philosophies Theory X and Theory Y. The Theory X-type manager uses the autocratic style by arbitrarily exercising power, direction, control, extrinsic rewards, and negative motivation, and demanding compliance of workers. He or she assumes that:

- Work is inherently distasteful to most persons,
- Staff members have relatively little ambition,
- They prefer direction from their leaders and wish to avoid responsibility, and
- They are incapable of very much self-direction and, therefore, require a high degree of control.

The autocratic manager, therefore, takes all of the responsibility for decision making and planning. He or she attempts to structure, control and closely supervise his or her staff. External control is felt to be clearly appropriate for dealing with unreliable, irresponsible and immature people.

In a contrasting style, the Theory Y manager relies on leadership, participation or teamwork, self-direction, commitment of staff members, intrinsic rewards, and positive motivation. He or she—often described as democratic, humanistic, or collegial—assumes that:

- Work is natural,
- Self-direction and self-control are preferred in the service of objectives to which staff members are committed,
- The average human being learns, under proper conditions, to accept and even seek responsibility, and

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[1] McGregor's Theory X and Y are also discussed in chapters 11 and 13.

- The capacity to exercise a relatively high degree of imagination ingenuity, and creativity is widely distributed among the staff.

General, rather than close supervision, is therefore provided, and the major concern is with unleashing a person's potential and effectively using human resources through participation. The Theory Y manager, therefore, attempts to help his or her staff members mature by exposing them to progressively less control and allowing them to assume more and more self-control.

Of course, these Theory X and Y management types are merely opposing styles set up to be attacked or approved. In the real world of management, it would be very difficult to find a pure Theory X manager, for managers do not hire average people about whom all of these assumptions can be made. Managers hire and must lead individuals.

The Managerial Grid

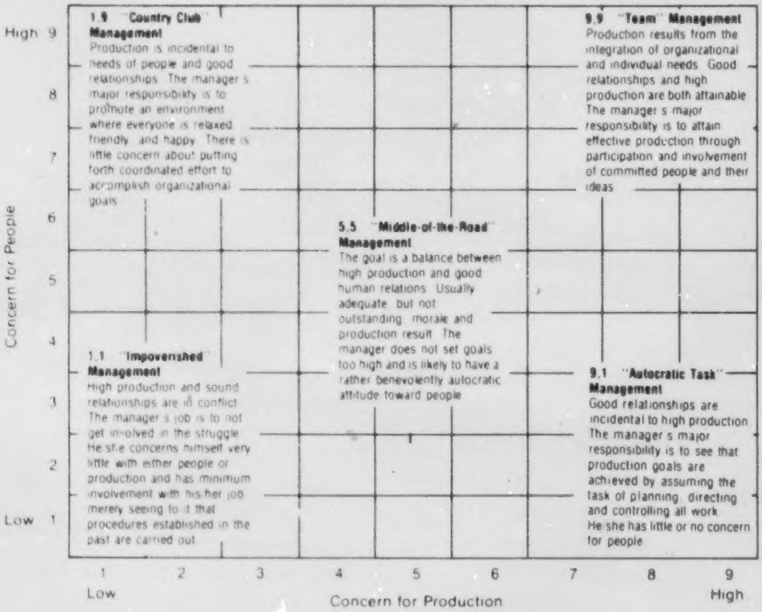
The above discussion of managerial styles and their concomitant characteristics implies that there are, essentially, two dimensions or orientations to managerial behavior: one is more concerned with directing the tasks, the other is more concerned with people through whom the tasks are accomplished. A more descriptive conceptualization of these task and people dimensions, or managerial orientations, has been formulated by Blake and Mouton (1964) in their Managerial Grid. The Grid, as shown in Figure 1, focuses on five management philosophies and shows the relationship between the two variables of tasks and people. By locating varying degrees of intensity for each of the two dimensions (from 1 to 9), the Grid can generate 81 different managerial styles or positions. Training programs have been instituted to encourage managers to move toward the 7,7, 8,8, and 9,9 positions. Nevertheless, it is by no means established that most effective managers are at 9,9 (this is extremely doubtful) or that it would be desirable for all managers to move in this direction, as will be shown in the next managerial style. The managerial grid is further described by Mattran, in chapter 13, when he is discussing conflicts in organizations.

Theory Z

Theory Z, or situational management, has gained support recently. Proponents claim that each management situation is different and requires different leadership behavior. There is no single, all-purpose managerial style that is effective in all situations.

It is easy to succumb to the temptation to label various managerial styles as good or bad. Fiedler (1969, pp. 38–43) indicates that we can-

Figure 1
The Managerial Grid



1.9 "Country Club" Management
Production is incidental to needs of people and good relationships The manager s major responsibility is to promote an environment where everyone is relaxed friendly and happy There is little concern about putting forth coordinated effort to accomplish organizational goals

9.9 "Team" Management
Production results from the integration of organizational and individual needs Good relationships and high production are both attainable The manager s major responsibility is to attain effective production through participation and involvement of committed people and their ideas

5.5 "Middle-of-the-Road" Management
The goal is a balance between high production and good human relations Usually adequate but not outstanding morale and production result The manager does not set goals too high and is likely to have a rather benevolently autocratic attitude toward people

1.1 "Impoverished" Management
High production and sound relationships are in conflict The manager s job is to not get involved in the struggle He she concerns himself very little with either people or production and has minimum involvement with his her job merely seeing to it that procedures established in the past are carried out

9.1 "Autocratic Task" Management
Good relationships are incidental to high production The manager s major responsibility is to see that production goals are achieved by assuming the task of planning directing and controlling all work He she has little or no concern for people

Adapted from Robert R. Blake and Jane S. Mouton, *The Managerial Grid*. Copyright 1964 by Gulf Publishing Company, Houston, Texas. p. 10.

not talk about superior leaders versus inferior leaders. We can only speak of leaders who tend to be effective in one situation and ineffective in another. An adult and continuing education manager who is effective in one situation may be ineffective in another. The adult and continuing education manager should be flexible and take into account that different situations may require different styles of management, depending upon the circumstances and people involved. The management style needed for a production-or budget-oriented job differs substantially from that required in a creative program-planning group charged with developing meaningful programs for mature learners.

It would be rather frustrating to end this discussion with the conclusion that the management style needed "depends on the situation." There is little practical value in theory unless a manager can begin to see *how* leadership depends on the situation, and therefore, *what* style tends to be effective with particular individuals and groups in changing environments. Blanchard and Hersey (1970) have developed the Life Cycle Theory of leadership which may be helpful in determining the situational demands facing an educational administrator.

Basically, Blanchard and Hersey feel that effective leaders are those who are able to adapt their style of leader or managerial behavior to the needs of the particular situation and the workers or staff members. But they have incorporated an important factor of situation, the maturity of the workers, into their Life Cycle Theory, which should provide a manager with some understanding of the relationship between an effective managerial style and the level of maturity of staff members. The theory expresses evolving relationships between what is called the "Initiating Structure" and "Consideration" behavior of managers and the level of maturity of the staff members.

The Bureau of Business Research at The Ohio State University conducted extensive research on leadership behavior and found that most activities of leaders could be classified into two behavioral categories, which are defined as follows:

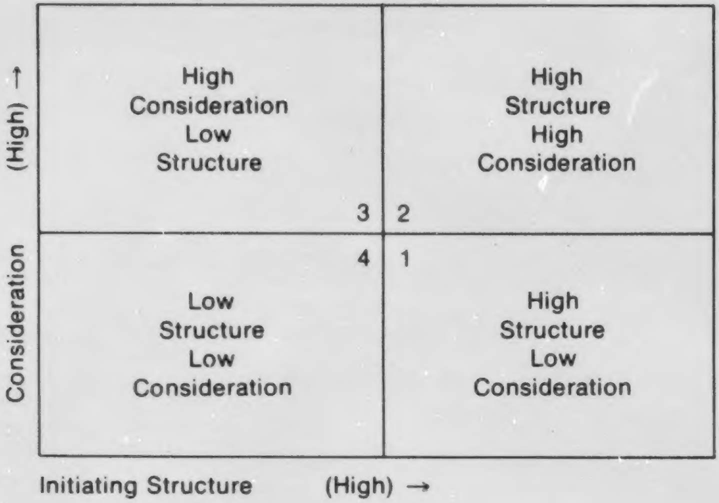
- Initiating Structure—The extent to which a leader is likely to organize and define the relationships between himself and the members of his group (followers); characterized by a tendency to define the role which he expects each member of the group to assume, endeavoring to establish well-defined patterns of organization, channels of communication, and ways of getting jobs done.
- Consideration—The extent to which a leader is likely to maintain personal relationships between himself and the members of his group (followers) in terms of socio-emotional support; characterized by friendship, mutual trust, and respect for followers' ideas" (Hersey and Blanchard in *Education*, 1970, p. 304).

The Bureau found that various combinations of these leadership styles are used by managers. Initiating Structure and Consideration are not either/or leadership styles, but are separate and distinct dimensions which can be plotted on two separate axes in four quadrants as shown in Figure 2.

To this model, Blanchard and Hersey added the maturity dimension. Maturity is defined by an individual's or group's achievement, motivation, relative independence, and ability to take responsibility. These components are often influenced by level of education and amount of relevant job experience. Chronological age of staff members is not directly related to maturity as used in the Life Cycle Theory.

The Life Cycle Theory suggests that leader behavior or managerial style should move through the four leadership style quadrants in Figure 2 as and if a manager's staff members progress from immaturity to

Figure 2
The Ohio State Leadership Quandrants


High Consideration Low Structure
3
High Structure High Consideration
2
4
Low Structure Low Consideration
1
High Structure Low Consideration
Consideration (High) →
Initiating Structure (High) →

Adapted from Kenneth H. Blanchard and Paul Hersey, "A Leadership Theory for Educational Administrators," *Education*, April-May 1970, p. 305.

maturity. Beginning with very structured behavior, which is appropriate for working with immature, or inexperienced people, the manager should change his or her style in the order shown by the numbers in the four quadrants until he or she uses the style represented by quadrant 4 for a very mature staff.

Most groups do not reach the final quadrant of the cycle, but movement in this direction does take place. Change through the four-quadrant cycle must often be gradual, a result of planned growth and the creation of mutual trust and respect.

Of course, most staff members do not have the same level of maturity in all job-related activities. A staff member may need only low Structure and Consideration in one situation, but high Structure and Consideration in another situation in which he or she is less assured or experienced. The effective adult and continuing education manager must know his or her staff well enough to meet the ever changing demands upon them.

Leader-Centered and Group-Centered Administrative Styles

The managerial style of an adult and continuing education manager can range from tightly controlled to total delegation. Different balances of power between managers, staff, faculty, and students are present with different styles of leadership. Behavior associated with the tightly controlled end of the scale might be called "leader-centered," in that decisions depend largely on the leader's analysis of the problems. The adult and continuing education manager's style associated with the collegial or democratic end of the scale might be called "group-centered," the manager's behavior reflecting the group members' assessments of the problems and their interests, experiences, and motivations. Within these spectrums of management style are a number of ways a manager can relate to the management team, faculty and clients for which he or she is responsible.

Sometimes a manager will have to observe contradictory standards. He or she may choose to be democratic in allowing faculty and students to participate in decision making, for faculty and student advisory group participation often builds greater commitment and motivation. In another situation, the same manager may need to make a decision alone, to save time and promote efficiency. The role of adult and continuing education managers requires a complexity of means and styles in order to exercise influence and to stimulate creative and productive efforts from those he or she manages.

New leadership-styles currently advocated include those of consultation and equal participation. The consultation style encourages staff, faculty, advisory groups, and students to influence management decisions from the beginning. The problem and pertinent background information would probably be presented by the manager, and representative members of various groups influenced by the decision would be asked for suggested solutions to the problem. The manager may propose alternative solutions for their reaction. In effect, staff members and others would be asked to increase the number of alternative actions from which the adult and continuing education manager would select the solution regarded as the most promising. Equal participation or joining, on the other hand, means that the role of the manager would be one of participation in the discussion as "just another member," having agreed in advance to accept the group's decision.

The management style or role utilized should depend upon accurate assessment of the tasks and the persons carrying out these tasks. One dominant leadership style will not work effectively in all situations. The adult and continuing education manager, by being both insightful and flexible, can maintain a consistently high rating as a "good" manager by accurately assessing the forces that influence a given situation and acting in the most suitable management style and role. Drucker's (1967, p. 148) first rule in decision making states that a decision should not be made unless disagreement exists. Disagreement or debate should be encouraged, for disagreement is usually a healthy process that stimulates imaginative, creative thinking, which can produce viable alternative solutions for the manager.

IMPROVING MANAGEMENT OF CONTINUING EDUCATION

As originally stated in Chapter One, and now further described, the basic functions of successful management are planning, organizing, staffing, directing or leading, controlling, and persistence in practicing time management.. Good management starts with effective planning: every hour spent in effective planning may save three-to-four hours later and achieve more effective results. Loen defines planning as follows: "Determining what needs to be done, by when, and by whom to fulfill one's assigned responsibility" (1971, p. 9). The purpose of the organizing function is to design meaningful organizational structure composed of positions or roles in which people can accomplish the organizational goals. The function of staffing has to do with staffing an organization structure to assure that an organization or program can be competently operated. Staffing involves appraisal and inventory of both persons and tasks, recruitment, selection, and development. Chapters 11 and 13 address this function in detail; therefore, it will not be discussed further at this point. The directing or leading function is concerned with the interpersonal relations of managers and staff and involves dealing with human beings to achieve desired objectives. Its components are managerial style, discussed earlier in this chapter, communication and motivation, which are discussed at length in chapter 11. Controlling assures that plans succeed by detecting deviations from plans and by furnishing a basis for taking corrective action.

Time management can be improved by the analysis and implementation of:

- Pareto's time principle or the 80/20 rule (80 percent of the time is expended on the many trivial situations or problems and produces only 20 percent of the results, whereas 20 percent of the time is spent on the few vital situations or problems and produces 80 percent of the results.
- The principle of effectiveness versus efficiency,
- "To do" lists,
- Planned unavailability;

and by the avoidance of various time wasters, such as:

- Interruptions,
- Acceptance of "monkeys,"
- The open-door policy.

Drucker (1967) measures manager effectiveness by the ability to get the priority business accomplished and the avoidance of that which is unproductive.

Planning Organizational and Personal Goals

Successful adult and continuing education programs are often related to how well the adult and continuing education manager manages people, including faculty, support staff, coordinators, assistants, students, and other personnel. In order to get somewhere, the adult and continuing education manager must know where he or she is going or wants to go. If the leader can clarify the objectives of the adult and continuing education program through the management styles endorsed, he or she can get the adult and continuing education staff and faculty moving in the same direction. Drucker (1967) was the first person to write that the most effective organizations were those in which everyone in the system had a clear and precise knowledge of the institutional goals and mission, and their role in the achievement of those goals.

One important factor often overlooked, however, is a clear definition of the manager's own personal objectives (that does not mean just to build a successful program or stay within budget!). The adult and continuing education manager must decide upon his or her priorities and objectives and how they can be matched with the objectives of the organization. It is the contention of this writer that adult and continuing education managers who excel have very strong personal goals; continually seek new ideas, new talents, and new ways of doing things; and keep in mind at all times specific goals, unique capabilities, and how to make the best use of them in particular situations. Those who worry about their limitations put a lid on their potential achievements. Limitations are usually put upon managers by themselves.

Organizing the Comprehensive Adult and Continuing Education Program

In order to make it possible for the people involved in the entire adult continuing education enterprise to work effectively toward accomplishing organizational goals, an intentional structure of roles, or positions, must be designed and maintained. This does not mean that the adult continuing education administrator disregards people, for roles or positions are designed for particular people to fill and must take into account their talents, limitations, and customs. The organizational structure must reflect its environment. Therefore, there is no one organizational structure for various adult and continuing education operations.

An organizational role or position—be it director of adult and continuing education, associate director for women's programs, or assistant director for program promotion—should incorporate (1) verifiable objectives (the task of planning), (2) an understood area of authority and responsibility, so that the person filling the role knows what he or she can do to accomplish results, (3) a clear idea of the major activities or duties involved and (4) a clear understanding of the relationships of that role with others where coordination is required. These structural requirements must, of course, be supplemented by the resources and information necessary for performance in that role.

Organizing can be thought of as the grouping of activities to attain organizational objectives, the assignment of each grouping to a manager with the authority necessary to supervise it, and provision for coordination horizontally and vertically in the organizational structure. An organizational structure should be designed to (1) clarify the environment so that everyone knows who is to do what and who is responsible for what results, (2) remove obstacles to performance caused by confusion and uncertainty of assignment, and (3) to furnish a decision-making communications network reflecting and supporting the objectives of the comprehensive program.

As can be seen in the above description of organizing, there is a fundamental logic to the organizing process that indicates the following steps, whether an adult and continuing education manager has only one support staff member or a number of professional and support staff members with whom to work:

- Establishment of the comprehensive program's objectives.
- Formulation of supporting objectives, policies, and plans.
- Identification and classification of activities necessary to accomplish these.
- Grouping these activities in the light of human and material resources available and the best ways of using them.
- Delegating to each individual staff member or to the head of each group the authority necessary to perform the activities.
- Tying these groupings together horizontally and vertically, through authority relationships and information systems (Koontz and O'Donnell, 1978, pp. 184–5).

This logical process does not imply unduly restrictive and uninteresting occupational specialization. There is nothing in the organization itself that dictates this. In any organization, jobs can be defined to allow little or no personal discretion or the widest possible area of discretion, as a pure detail of operation or as the most creative of activity.

Decentralization is a fundamental aspect of organizing, as is delegating a fundamental step in the process, as outlined above. However, delegation of authority and/or responsibility is one of the most difficult tasks for managers in all sizes of organizations. Studies have shown that managers fail because of poor delegation more than from any other cause. It is, therefore, well worthwhile to look at the science and art of delegation more closely.

Delegating. The adult and continuing education manager should ask him or herself the following questions: Do I spend more time than I should doing detailed work that others could do? Do I have objectives for myself and for management team? Do my associates in the adult and continuing education program often interrupt me with questions and problems on their projects? Do I and my team assign priorities to tasks and stick to them? Am I still concerned with activities, problems, and decisions that should be handled by my staff? Do I take work home regularly? Do I work longer hours than my staff? If the manager answers "yes" to most of these questions, he or she should place a high priority on improving his or her delegating process. Authority for decision making should be delegated to and accomplished by the lowest possible level in the organization that has the necessary judgment and facts (MacKenzie, 1975, p. 123).

Following are some symptoms of poor delegation that should help the adult and continuing education manager analyze the delegating process in his or her management team:

- Detailed planning accomplished at too high a level.
- High frequency of orders issued from above.
- Effort generally disorganized.
- Atmosphere of constant pressure.
- Limited span of control.
- Lack of policy or too much policy.
- Over-control and under-control in evidence.
- Slow decision making.
- Holding back on using authority.
- Constant criticism of staff.
- Boss quoted frequently to justify action.
- Work being continuously taken home at night.

Two common managerial problems exist regarding the tasks and responsibilities of the adult and continuing education manager. The first is exemplified by the manager who feels that unless he or she does it, it will not be done correctly. The second is that it is a greater problem to instruct a subordinate on how to do a task than for the manager to do it. The manager who purports to these misconceptions and avoids delegation will work late into the night and expend valuable time and energy on activities not appropriate to the level of organizational authority for which he or she was employed. This does not mean, on the other hand, that effective managers delegate all tasks and responsibilities to subordinates. Such managers would soon lose touch with the system or organization.

The selection of management techniques between these two extremes is the most desirable method of managing adult and continuing education programs. Organizing one's self and staff to get the adult and continuing education job done in the most efficient manner with the most effective results is one of the primary responsibilities of management, whether the manager is full-time or part-time.

The following recommendation is drastic, but may be necessary to make the point. One way to save time is to "fire" the secretary and make him or her an assistant. The secretary will be more efficient and motivated, if he or she can truly be delegated responsible tasks and can assist in the manager's absence. Leon defines delegating as "assigning work, responsibility, and authority so subordinates can make maximum use of their abilities" (1971, p. 10). Assistants, whether they are secretaries, coordinators, directors, or assistant deans, probably have more ability than estimated. Furthermore, the operation should function smoothly when the manager is absent for important meetings, or is on vacation. If the operation cannot function smoothly while the manager is gone, the manager is probably not delegating enough.

The challenge is to assign entire tasks, with the concomitant responsibility, that are the cause of overworking. The entire task should be delegated to help eliminate the need for constant checking and interruptions. The results will probably be pleasantly surprising.

Many people in adult and continuing education get caught in the trap of reverse delegation by spending too much time dealing with the problems or monkeys of others—problems which, in fact, are not in the domain of their jobs or priorities, such as taking tickets at basketball games, serving as head of a committee that is totally unrelated to the job, and even performing tasks for students and assistants which they really should be counseled to perform themselves. Adult and continuing education managers accept monkeys for several reasons. At times, it is simply easier to accept another monkey than it is to say "no", and other's problems are acquired or accepted because the manager falsely believes these problems to be a part of his or her job, when they are not. If the adult and continuing education manager is not careful, he or she may end up with an entire office full of screaming monkeys and find there are not enough hours in the day to complete what must be done. Work must then inevitably be taken home that could have been completed in the office had time been managed wisely. Effective adult and continuing education managers should counsel students, faculty and colleagues to handle their own problems as much as possible.

Delegation will probably come about naturally and successfully, if results are stressed, rather than processes or methods. The manager may desire subordinates to emulate himself or herself, but assistants are probably not like the manager and, therefore, expecting emulation is not realistic. Subordinates want to develop their own methods, processes and techniques. Delegation entails education and the allowance for mistakes. Improper delegation can occur without proper staff development and education and when staff accountability is not stressed.

Controlling the Continuing Education Program

The managerial function of controlling is the measurement and possible correction of subordinates' performance in order to make sure that the objectives of the adult and continuing education program and the plans devised to attain those objectives are being accomplished. The essence of most control is some kind of feedback, and good control involves the tailoring of control devices and information to suit the organizational structure, the specific needs of the adult and continuing education program, the personality of the manager, and the ability and willingness of people to understand the control techniques and information.

Control techniques, and control systems are essentially the same for office procedures, classroom teaching procedures, program quality, and even petty cash dispersal. The basic control process, wherever it is used and whatever it controls, involves three steps: (1) establishing standards or criteria of performance, (2) measuring performance against these standards, and (3) correcting deviations from standards and plans.

The standards or criteria of performance are the selected critical points in an entire planning program where managers measure performance to see how things are progressing without their having to watch every step in the execution of plans. There are many kinds of standards, but among the best are verifiable goals or objectives that are regularly set, periodically reviewed and revised. Definite standards, and the measurement of performance against such standards, are often difficult to develop in the less technical kinds of work that are a large part of adult and continuing education programs. However, the end results for which people are responsible are the best measures of planned achievement, and they furnish excellent standards of control.

Correction of deviations in performance is the point at which the other managerial functions are integrated with the control function. A manager may correct deviations: by exercising the planning function in redrawing the plans or modifying the goals; the organizing function through reassignment or clarification of duties; the staffing function through additional staffing, better selection and training, or restaffing; or the directing function through the adoption of more effective leadership techniques or fuller explanation of the job.

Whereas this basic control process is universal, the actual system requires special design, for the controls must be designed for the specific task and person they are intended to serve. Control techniques and systems must take into account the plans they are designed to follow, the positions and roles of the people involved, and the personalities of individual managers who will have to carry them out. Efficient and effective controls must also be objective and flexible. Where controls are subjective, a manager's or a subordinate's personality may influence judgments of performance inaccurately. Whenever possible, the standards must be objective, accurate, suitable, and kept up-to-date. Flexibility is required if controls are to remain effective despite unforeseen circumstances, changed plans, or failure.

There is a wide variety of control techniques and tools that can be used effectively by the adult and continuing education manager, and the reader is urged to review the management books in the bibliography of this chapter for discussions of these techniques and tools. Knowles (1970) and Koontz and O'Donnell (1978) are especially helpful in this area. One of the most widely used devices for managerial control is the budget. Chapter 9 discusses the development and use of budgetary controls.

It is important to note that control techniques and tools are initially tools for planning. They illustrate the basic truth that the task of controls is to make plans succeed and, therefore, to do so must reflect plans.

In summary, it should be remembered that control is justified only if indicated or experienced deviations from plans are corrected through appropriate planning, organizing, staffing, and directing.

Managing Time

A frequent complaint of adult and continuing education managers is that they just do not have enough time to do the things they want

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to—to develop better programs, initiate changes, provide more effective leadership, and spend more time with their families. Many would suggest comparing the adult and continuing education manager's burdens to the punishment suffered by Sisyphus, the murdering tyrant in Greek mythology who was condemned to pushing a huge block of stone up a steep hill, which, upon reaching the summit, always rolled back down. But another literary figure comes closer to the truth. Albert Alligator in the Pogo comic strip made a profound statement that applies to adult and continuing education managers and their seemingly endless battle with the clock and calendar, "I have met the enemy and he is us." These managers may say that the problem is their work load, or the expectations others have of them, or the lack of time—but they themselves are the problem. All adult and continuing education managers have the same amount of time, despite what is said, and they have at least some control over how they use their time. Full utilization of limited time is a mark of a good manager, and the more knowledge a manager can obtain in time management, the better.

The following discussion of time management uses two terms, effectiveness and efficiency, to describe practices of good time management. MacKenzie explains the principle of effectiveness versus efficiency (1972, pp. 48–49). The premise of this principle is that production or effort, however efficient, may be ineffective if performed on the wrong priorities, performed at the wrong time, or without the intended consequences. Efficiency is achieved when the job is done right; effectiveness is achieved by doing the right job right. Therefore, effective effort produces maximum utilization of resources, including time.

The Time Log. Drucker's book, *The Effective Executive* (1967), rests on two premises: that the executive's job is to be effective and that effectiveness can be analyzed and learned. The first step toward effective time management is keeping a record of where the time goes. This involves using a time log. By keeping such a log, the manager can evaluate how time is used, so that unproductive time wasters may be minimized or eliminated. This procedure alone should provide the executive with increased time to perform prioritized tasks. Sufficient time may not always be available, but the effective adult and continuing education manager can minimize control of time by others. Thorough analysis of a time log, which has been kept for several weeks, should lead to a plan for better use of one's time. This plan should be a guide to action and be no more rigorous than a person is prepared to follow. The plan will not be infallible, but it will provide the manager with a yard stick to measure and help eliminate or lessen some of the things he or she was doing, but should not have been. It will also reveal areas where the manager has obviously been wasting time and where he or she has been most productive and effective. A sample form for a time log and an illustrative time log that was kept by an adult and continuing education manager are presented in Figures 3 and 4. A time log may be very simple and can be kept by a secretary.

Immediate analysis of the time log is important. Managers should identify the worst time wasters, procedures, or practices that are in need of change within two weeks after keeping and analyzing the time log. Figures 5 and 6 present sample analysis forms designed to help focus upon this behavioral change process. If follow-up or changes are not accomplished immediately after the time log analysis, behavior will probably not be changed. To implement behavior change effectively, most, if not all the staff, should be involved in the time management process.

MacKenzie (1972) believes it is because managers do not manage time effectively that often on the way home they ask themselves, "What happened to the afternoon?" He claims that many managers fill their time with routine tasks, such as answering letters, returning telephone calls, looking through their mail, and reorganizing the desk, because these things are usually easy to accomplish. Many adult and continuing education managers fit into this pattern, for though they already know most of the "solutions" to their management problems, they simply lack the determination or self-discipline to stop doing the things they find easiest to accomplish in the day and to focus upon prioritized vital tasks.

Several lists of practices exist on how to manage one's time better. One developed by Dr. Jolene Scriven for the continuing education administrators workshop at Northern Illinois University in the summer of 1977 is listed in Table 1.

Prioritizing. Time management advocates MacKenzie (1972), Drucker (1967, 1974), McKay (1969), and Lakein (1973) claim that the most important element in the making of a good manager is careful setting of priorities. It is essential that the manager of adult and continuing education demonstrate the ability to determine, in order of importance, which projects must be accomplished first. Prioritizing recognizes time as a limited resource to be budgeted or allocated on the basis of objectives and values. Failure to plan and prioritize may result in energy being utilized on the wrong activities or at the wrong time. Drucker emphasizes the importance of prioritizing in the following statement, "If there is any one secret of effectiveness, it is concentration. Effective executives do first things first and they do one thing at a time" (Drucker, 1967, p. 100). He further identifies a related concept to prioritization, that of setting "posteriorities"—that is, deciding what task not to tackle and sticking to that decision. If pressures decide

Figure 3
Daily Time Log[1]

Day of Week ______ Date ______

	ACTIVITY	PERSON	A	B	C
8:00 AM					
8:15					
8:30					
8:45					
4:00 PM					
4:15					
4:30					
4:45					
5:00					
5:15					
5:30					
5:45					
6:00					
Evening					

[1] This time log form will be helpful for analysis of time management. Keeping a daily log such as this one for several weeks is the first step in analyzing how time is used, where it is used effectively and ineffectively, and how time management can be improved. All major activities performed during each 15-minute segment of time should be recorded, including coffee breaks, social conversations, and telephone calls, and any work performed outside of normal working hours should be recorded in the "Evening" space at the end of the form. If another person was involved, this individual should be listed in the column entitled "Person." Columns A, B, and C can be filled in at the end of the day, according to the designations described on the "Weekly Time Use Summary" in Figure 5.

Figure 4
Sample Time Log for a Single Day

Wednesday — Day of Week

October 19, 1977 — Date

	ACTIVITY	PERSON	A	B	C
8:00 AM					
8:15					
8:30	Reading memoranda, mail		R	P	D
8:45	Writing two letters		Self	P	D
9:00	Same		Self		
9:15	Talking to an instructor	Kate Muller	Staff	U	M
9:30	Coffee Break & Restroom		Self	P	
9:45	The Secretary's Report	Gloria Rogosian	Staff	P	M
10:00	Prep. for CLEP Seminar; Move to new building	C. Moirovitz S. Watney	Staff	P	D
10:15	Current Business	Mrs. Cook	R		

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Figure 4 (continued)

	ACTIVITY	PERSON	A	B	C
10:30	Made three telephone calls		O	U	D
10:45	Went to personnel office		R	U	D
11:00	to check the files of prospective instructors				
11:15	Met an instructor on way	Joe Royer	Staff/ Self	U	
11:30	back (chit-chat)				
11:45	Secy. #2 wanted to know about APK	Valery Jackson	Staff	U	M
12:00 PM	Lunch	J. C. Wilson	Staff	P	
12:15	"	K. Brody			
12:30	"	M. Lerner			
12:45	"				
1:00	"				
1:15	"				
1:30	"				

Figure 4 (continued

	ACTIVITY	PERSON	A	B	C
1:45	Explained CLEP Test to	Ms. Schwichtenberg	O	U	D
2:00	two students	Mr. Yuban	O	U	D
2:15	A mother wanted to know why her son didn't get	Mrs. Norimoto	O	U	D
2:30	a final grade				
2:45	Coffee Break		Self	P	
3:00	Interview for Part-Time		Self	P	M
3:15	Teaching Positions		R		
3:30	"				
3:45	"				
4:00	Answer the phone inquiry	Miss Campbell	O	U	D
4:15	about CLEP Seminar				
4:30	Wrote a memo to the		R	P	M
4:45	Dean of Faculty				

Figure 4 (continued)

	ACTIVITY	PERSON	A	B	C
5:00	Cleaned the desk		R	P	
5:15	Met a CLEP student for		O	P	M
5:30	conference				
5:45	"				
6:00	"				
EVENING	Left the Office				

priorities, rather than the manager, the important tasks will predictably be sacrificed.

As a manager of adult and continuing education programs, it is very easy to work five days and two or three nights per week and bring work home for weekends. To perform as a successful manager, and to have time for personal interests, family, recreational activities, staff development, study, and writing, one must learn to manage one's work and personal life more effectively.

The concept of daily and long-range planning and prioritizing recognizes predetermined objectives. Systematic ranking of activities on "to do" lists is a common technique used by adult and continuing education managers and is necessary to avoid the tendency to pick and

Figure 5
Weekly Time Use Summary

Dates Covered ____________________

A. *Who Controls Your Time?* (Designated in Column A of Daily Time Log, Figure 3)

Source of Work	Current Source Total Hours	 Percentage	Desirable Source Total Hours	 Percentage
Boss				
Staff				
Routine Work				
Outside				
Self				
Total		100%		100%

B. *Is Your Time Use Planned or Unplanned?* (Designated in Column B of Daily Time Log)

Type of Activity	Current Use Total Hours	 Percentage	Desirable Use Total Hours	 Percentage
Planned				
Unplanned				
Total		100%		100%

C. *Are You Managing or Doing?* (Designated in Column C of Daily Time Log)

Type of Activity	Current Use Total Hours	 Percentage	Desirable Use Total Hours	 Percentage
Doing				
Managing				
Total		100%		100%

Figure 6
Weekly Activity Analysis[1]

Dates Covered ____________________

Activity	Mon.	Tues.	Wed.	Thur.	Fri.	Sat.	Total	%	Goal	Goal %
Necessary routine work										
Worked alone-current										
Worked alone-planning										
Meetings called by others										
Meetings called by me										
Meetings outside the organization										
Talk with staff member										
Talk with other personnel										
Talk with clients, suppliers, etc.										
Special assignments										
Professional reading										
Other reading										
Lunch										
Travel										
Non-contributive (coffee breaks, etc.)										
Miscellaneous										
Total hours										
Total hours that were really productive (80/20 rule)										

[1] Upon a second analysis of the daily time log, summarize use of time with regard to the activities listed on this form.

choose activities, depending upon whim, pressure, or easiness of the task. Managers often wish to reward themselves after completing a difficult task by working on something pleasant, though not very important.

Lakein (1974, pp. 73–80) proposes a system to help eliminate the constant shifting of priorities on the "to do" list. He proposes the designation of *A* for a particular task that should be given top priority, *B* for a task important enough to try to accomplish that day if possible, and *C* for one that could wait until tomorrow, but would be nice to get out of the way today if possible. A common criticism of this approach is that continuing education managers' "to do" lists may contain all top priorities that must be completed in that day. However, utilizing the ABC inventory system should give the manager a good start toward prioritization. The most important A tasks for the day would be further prioritized by numbering them A_1, A_2, A_3, A_4, A_5; the next most important items B_1, B_2, B_3; then C_1, C_2, C_3 and so forth. Using this ABC inventory technique does take time, because values have to be assigned to tasks; judgments have to be made. To give tasks a proper value requires comparing them to overall objectives and seeing them within a larger plan. If this prioritization system forces one to develop a long-range plan, it has been worth the effort and time.

Management specialists generally agree that only 20–25 percent of the items on the "to do" list should receive the highest daily ranking. This is based on the rationale that generally only a small fraction of the daily tasks are top priority. This Pareto principle (or the 80/20 rule) led to the ABC inventory system. Effective managers should concentrate their efforts on the critical few events that produce major results. Adult and continuing education managers should be acquainted with Pareto's principle, which was named after an Italian economist and sociologist of the late 19th century (MacKenzie, 1972, pp. 51–53). Applying this theory a manager could often control up to 80 percent of administrative results through 20 percent of the time expenditure. In other words, the adult and continuing education manager should give the most attention to the few priority items that make up the most important elements of the program. This sounds simple, but it is often difficult to accomplish. The most important factor here, of course, is the way a manager is controlled and supervised by his or her boss. The manager will probably tend to use the same control methods the boss uses, especially if the manager emulates the boss. This might be a satisfactory procedure, if the control methods the boss uses are sound. To successfully prioritize, the manager must budget the time available and allocate time to the most important tasks.

Table 1
How You Can Manage Your Time Better

1. Make up your mind fast; 80 percent of the problems are not worth more than a few minutes of your time.
2. Make up your mind the first time around.
3. Handle each piece of paper only once.
4. Do "something" with every piece of paper you touch; do not just read it and put it down for later attention.
5. Organize your boss.
6. Be specific about dates.
7. Carefully schedule important activities when your concentration is at its highest.
8. Block out times for routine work when your concentration is lower.
9. Increase your reading and writing skills.
10. Answer on the original communication.
11. Learn to say "no."
12. Control the Telephone.
13. Limit chit-chat.
14. Clear off desk each night.
15. Strive to keep a cleared desk top.
16. Write down reminders.
17. Use a sure-fire reminder system.
18. Work on absolute "must" tasks early in the day.
19. Make a daily plan.
20. Write your plan down.
21. Make plans specific.
22. Schedule "uncommitted" time.
23. Type final copy.
24. Never correct carbon copies.
25. Create "availability hours" for your boss.
26. Fill all time.
27. Stick to the job at hand.
28. Warning—Don't be a fidgeter.
29. Control interruptions.
30. Space dull jobs with interesting jobs.
31. Reward yourself with interesting jobs.

Presented by Jolene Scriven, Assistant Professor of Business Education, at the Adult Continuing Education Administrators Workshop, Summer 1977, Northern Illinois University.

An adult and continuing education manager recently adopted the ABC inventory system of prioritization in which she prepared a list of activities for each day. She has felt that it has been a very motivating experience, but most of all it has insured the accomplishment of tasks in advance of deadlines with adequate lead time for the secretary to plan her time. The system has encouraged her to use a desk Day-Timer or similar system which allows her to note future tasks on a calendar in addition to the planned meetings and appointments. When called to present unplanned speeches, or attend unplanned meetings, the former tendency was to check a regular calendar and schedule, which resulted in overscheduling with no office time to do routine and special activities. The adoption of the new planning and prioritization system has helped her to say "no," to block out times for routine work and teaching preparation, to complete one task before beginning another, and to determine how each piece of paper will be handled more efficiently. This system has also encouraged her to implement a system of "planned unavailability" for one hour each day. The scheduled quiet time has given her time to think and to plan her work, especially those tasks about which adult and continuing education managers tend to procrastinate. Another manager found that she was able to melt her own resistance to big jobs through a process of incremental work. She now plans the most difficult task to be done during her best working hours and works one hour each day on large projects about which she tended to procrastinate in the past. Figures 7 and 8 present sample forms that can be used to prioritize tasks to be done each day of a particular week and to schedule those tasks during each day.

Prioritizing can be further aided by a well-organized desk. Table 2 provides an example of how organization of the desk can assist the manager. The desk should be arranged so that file drawers are within easy reach to hold all priority projects. However, only one project should be on the desk at a time. This will protect the adult and continuing education manager from being overwhelmed by the number of first priority items that should be handled immediately and will help him or her finish one project at a time before starting on another. Furthermore, it should provide a psychological boost upon entering the office in the morning. The manager is not as likely to feel prematurely defeated coming in to a clean desk as to one cluttered with stacks of files and numerous papers. This system has an added advantage: someone else can take over in the administrator's absence, including the secretary, with a fair idea of what work needs immediate attention. However, the primary advantage of a well-organized desk is an efficient work place that helps the manager focus upon priorities.

Use of the Telephone. Is this telephone call necessary? How much time is needed for courteous, but effective, interaction? An adult and continuing education manager may want to monitor telephone calls for several days to determine the average length of his or her calls. Perhaps a secretary can do this. In most cases, spending over three minutes on a telephone call is a waste of time. One person purchased a three-minute egg timer to help monitor time spent on the telephone. Initially she

Figure 7
Daily Task Planner

Tasks To Be Done This Week	Tasks To Be Done MONDAY Date______
	Tasks To Be Done TUESDAY Date______
	Tasks To Be Done WEDNESDAY Date____
	Tasks To Be Done THURSDAY Date______
	Tasks To Be Done FRIDAY Date________

Presented by Jolene Scriven, Assistant Professor of Business Education, at the Adult Continuing Education Administrators Workshop, Summer 1977, Northern Illinois University.

Figure 8
Weekly Planner[1]

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
9					
10					
11					
12					
1					
2					
3					
4					
5					

[1] Block out certain periods for routine, regular, special, and unplanned activities according to that which works best for you. Presented by Jolene Scriven, Assistant Professor of Business Education, at the Adult Continuing Education Administrators Workshop, Summer 1977, Northern Illinois University.

Table 2
Your Desk Can Work For You

Needed Equipment

1. A set of trays for current material. Four will do; label them *Outgoing; Incoming, Immediate,* and *Attention.*
2. Drawers—particularly a shallow one for odds and ends, and a deep one divided into two sections—*Current* and *Hold.* More about these later.
3. A large diary and a scratch pad.

Use of Trays

a. The *Outgoing* tray is where you will put all papers you are referring to someone else, material to be filed or typed, and so on.

b. The *Incoming* tray is where material is put that has been sent to you. You should make a point of emptying it at the first opportunity. You don't have to deal thoroughly with these papers immediately. You can tell at a glance where they should go—probably to the Immediate or Attention trays or to the Hold drawer. If you make a point of it, you can probably keep this tray clear 90 percent of the time. That is important; do not let it degenerate.

c. The *Immediate* tray holds incoming papers that need immediate action. There should never be many of them, because these are only the things that rate high priority. Remember the 80/20 rule—very few items really rate high priority.

d. The *Attention* tray is for papers that require attention in the near future, though they are not urgent. You will work on these as you can get to them. Once you have acted on them, they will go either to Outgoing or your Hold drawer.

Use of the Drawer

Your desk may have any number of drawers, but the essentials are the same. The important drawer in the desk is the deep one.

a. *Current:* this is the front section of the deep file drawer. This is for files of papers that are awaiting some development, before you can take further action on them. They are not papers waiting for your attention; neither are they papers for which you have no further work.

b. *Hold:* this is the back part of the drawer. It is one of the most useful parts of the whole system. It provides a safe place for papers you do not know what to do with, but do not want to throw away or file in the permanent files.

Check the Hold file about once a month. Into it go:

- papers you think you are through with. You have taken all possible action on them, but you want them around for awhile.
- catalogs, publicity, directories.
- papers you may need in the immediate future, though they will be obsolete in a month or so.
- odd notes; temporary records.
- papers you would like to review, in a month's time.

Once a month, go through everything carefully in the Hold files. You will probably find you can safely scrap about 75 percent of the material. Of the rest, some will need attention and some can go to the permanent file. Maybe 10 percent will be returned to the Hold file.

Table 2 (continued)

c. Odds and ends go into a handy shallow drawer-paper clips, pencils, pens, pins, papers-whatever little things you need. But keep them to a minimum.

A diary and scratch pad are indispensable. A large diary is handiest, with a separate page for each day. It's a good place for reminders, record of appointments, and perhaps the place to write down your "to do" list each day.

This is a deceptively simple system, but one that works in very complex and varied jobs. There is a bonus advantage, someone else can take over in your absence with a fairly good idea of what needs immediate attention.

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feared the calling party might be offended, but soon discovered that ammenities, diplomacy and business can be accomplished in a three-minute call while the efficiency of the calls was increased.

Open-door Policy. Some adult and continuing education managers have a false notion that they should always be accessible. This has led to such inefficient practices as the ever open door, which becomes a continual and perpetual invitation to passersby to drop in for a visit. Precise scheduling of office hours can assist the manager in reserving time for planned unavailability and solitude for effective production. Even such simple tactics as moving the desk so it does not face the door has helped some persons avoid interruptions, for many people hesitate to stop in when the person behind the desk is not conveniently facing the door.

Discussion and Meeting Agenda Planners. The discussion planner, presented in Figure 9, will help alleviate the problem of numerous interruptions. The manager and staff simply list on their discussion planners the names of people they deal with most frequently each day. These could be colleagues, subordinates or the boss. Under each one of the names listed on the discussion planner, three or more discussion items should be listed before that person is interrupted. This decreases the interruptions substantially and creates better planning throughout the entire staff.

A meeting agenda planner, such as the one presented in Figure 10, will help to ensure maximum efficiency of meetings in the minimum amount of time, if circulated by the chairperson to all persons concerned several days before the meeting. Miscellaneous items should not be allowed to be added to the end. New items should be put on the next meeting's agenda.

The Time Management Team. Another exercise (Figure 11) to aid time management skills involves identifying five-to-nine of the most important individuals on the management team. List these names and grade each one in column one on how considerate he or she is of the manager's time, using the simple grading categories of A to F. Then ask the staff to grade how considerate the manager is of the staff's time in the second column. In column three, grade the effort the manager has made to indicate the importance of his or her time to the staff. Column four should indicate how much influence the manager has in changing the staff's behavior. The last column is for the notation of action steps. This could stimulate good discussion of time management improvement among the staff.

Figure 9
Discussion Planner[1]

Name: ________	Name: ________	Name: ________
Name: ________	Name: ________	Name: ________

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[1] To reduce the number of times a manager must take time to discuss matters with colleagues, staff members, and others, and the number of times those persons are interrupted, a discussion planner such as this one should be filled in with several questions and matters to be discussed with an individual before he/she is contacted. Presented by Jolene Scriven, Assistant Professor of Business Education, at the Adult Continuing Education Administrators Workshop, Summer 1977, Northern Illinois University.

Figure 10
Meeting Agenda Planner

TO: ______________________
FROM: ______________________
MEETING DATE & TIME: ______________________
MEETING PLACE: ______________________

Time Allocation	General Topic	Special Areas To Be Covered	Person Responsible

NOTE: Please be prompt, come prepared, and concentrate on sticking to only the topics on the agenda.

Presented by Jolene Scriven, Assistant Professor of Business Education, at the Adult Continuing Education Administrators Workshop, Summer 1977, Northern Illinois University.

Figure 11
The Time Management Team[1]

NAME AND RELATIONSHIP	How considerate are they of your time?	How considerate are you of their time?	How much effort have you made to indicate the importance of your time?	How much influence do you have over them to change their behavior?	ACTION STEPS

[1] List the five-to-nine most important individuals on your time management team, in terms of the amount of your time spent with then, the ability to help you meet your objectives, etc. Assign grades of A to F in each of the four columns following the names.

Adult and continuing education managers desiring more detailed information concerning planning, prioritization, time management, and other management concepts are encouraged to study the bibliography of this chapter. A promising beginning may be to review the September/October, 1976, issue of the *Journal of Extension*, which featured time management. It provides a good review of the resources available for further study of time management, including most of the recent books, films, and slide series that can help educate managers and staff on the processes of time management.

Communicating

An integral part of each of the above basic functions of management, and a key to the success experienced in those functions, is effective communication. Because communication is the key to the success of any program, chapter 12 of this book deals exclusively with this vital factor. However, a few comments regarding communication as it relates to the management of adult and continuing education would be an appropriate summary to this section.

Staff members may not really understand what they are told, often because the managers do not take the time to make sure that what they have said has been understood. Managers need to be specific about what they expect, when they expect it, and if necessary, how they expect it to be accomplished. Two-way communication, however, needs to exist. Managers frequently fail to listen as well as they should. They listen to what is coming down from their boss, but when it is coming up from subordinates, they do not always listen well. In order to stimulate creativity among subordinates, managers should listen to their plans and comments without worry about status and roles.

A strong goal-oriented approach and effective time management must be tempered with elements of human concern. Opening conversations with subordinates with the simple question, "Do you have anything for me?" before covering the manager's priority business may enhance communication. Adult and continuing education managers who listen at least 50 percent of the time are better communicators and usually better managers. Effective communication enhances the positive balance of task-orientation and person-orientation management styles, leading to productive teamwork among the staff.

ETHICAL BEHAVIOR FOR CONTINUING EDUCATION ADMINISTRATORS

Adult and continuing education managers should establish basic qualitative principles that guide the way the adult and continuing education program operates. These fundamental principles should be communicated to the entire staff so that everyone understands them clearly. The major adult and continuing education organizations of NAPCAE and AEA do not presently publish an explicit code of ethics, as does the American Association of School Administrators (AASA). AASA advocates that ethical behavior is one cornerstone of a profession. The public served by the adult and continuing education profession must be assured that the professionals managing its programs are above reproach. It is also incumbent upon members of NAPCAE and AEA to insure that this is so.

The general ethical principles advocated by AASA could apply to the ethical management of adult and continuing education programs and serve as a model for a statement of ethics for the adult and continuing education profession. Table 3 contains AASA's statement of ethics with modifications to fit adult and continuing education.

The adult education professional has an obligation to be knowledgeable about the field, to keep abreast of new techniques, to avoid using managerial influence for personal gain, and to fulfill professional responsibility with honesty and integrity.

Table 3

Statement of Ethics for School (Adult and Continuing Education) Administrators

An educational administrator's professional behavior must conform to an ethical code. The code must be idealistic and at the same time practical, so that it can apply reasonably to all educational administrators. The administrator acknowledges that the schools belong to the public they serve for the purpose of providing educational opportunities to all. However, the administrator assumes responsibility for providing professional leadership in the school and community. This responsibility requires the administrator to maintain standards of exemplary professional conduct. It must be recognized that the administrator's actions will be viewed and appraised by the community, professional associates, and students (adult learners). To these ends, the administrator subscribes to the following statements of standards.

The educational administrator:

1. Makes the well-being of students (adult learners) the fundamental value of all decision making and actions.
2. Fulfills professional responsibilities with honesty and integrity.
3. Supports the principle of due process and protects the civil and human rights of all individuals.
4. Obeys local, state, and national laws and does not knowingly join or support organizations that advocate, directly or indirectly, the overthrow of the government.
5. Implements the governing board of education's policies and administrative rules and regulations.
6. Pursues appropriate measures to correct those laws, policies, and regulations that are not consistent with sound educational goals.

Table 3 (continued)

7. Avoids using positions for personal gain through political, social, religious, economic, or other influence.
8. Accepts academic degrees or professional certification only from duly accredited institutions.
9. Maintains the standards and seeks to improve the effectiveness of the profession through research and continuing professional development.
10. Honors all contracts until fulfillment or release.

ADAPTED FROM: American Association of School Administrators. *AASA Statement of Ethics for School Administrators and Procedural Guidelines.* Arlington, VA: AASA, 1976, pp. 12–13.

MANAGEMENT FOR THE FUTURE

Chronic social change is a basic characteristic of our world today, and the adult is not exempted from its effects. Drucker lists these important rules for identifying priorities to manage:

- "Pick the future as against the past;
- Focus on opportunity rather than on problem;
- Choose your own direction—rather than climb on the bandwagon; and
- Aim high, aim for something that will make a difference, rather than for something that is 'safe' and easy to do" (Drucker, 1967, p. 111).

Johansen and Samuel (1977) list four areas of societal change that will especially influence postsecondary education: demographics, work, political economy, and "learning inventions." They note that the United States will become an increasingly adult-oriented society, which has great ramification for those in the management of adult and continuing education programs. According to the U.S. Bureau of the Census projections, the most populous age group by 1990 will be the 18-to-64-year-olds, have a median age of 32.3 years, and include 60 percent of the total population. That same group today contains 58.7 percent of the population and has a median age of 28.8 years. How this new majority of adults will allocate resources for education in the future is of great interest to all.

Future planning for any organization, especially an adult and continuing education program, needs to be a high priority and could and should be carried out in the community. Setting goals for the 1990's, for example, and searching for ways to fulfill them, is a technique for moving programs into the future; whereas, planning for next month or even next year is more apt to foster the status quo. A flexible long-range planning structure that encourages direct consideration of potential societal changes is a necessity.

Societal developments should be considered in the long-range planning of adult and continuing education programs. Examples of societal developments that would affect adult and continuing education programs include geographic distribution of the population, shifting life styles, government goals and priorities, increasing accountability and regulation, increased labor participation, and changing roles of women and minorities. Possible methods of tracking these developments might include the use of reports and projections of the U.S. Bureau of the Census; U.S. Civil Service Commission; U.S. Bureau of Labor Statistics; American Federation of State, County, and Municipal Employees; and other labor or special interest organizations.

A workshop designed to encourage managers of adult and continuing education to focus upon the future was held at Northern Illinois University in the summer of 1977. Workshop participants reached the consensus that adaptation is a key to how effectively continuing education managers respond to changes in the future. Adaptation involves the capacity to respond appropriately and with effectiveness to new forces and environments which evolve daily. Adult and continuing education programs should be on the cutting edge of change. For this reason managers of adult and continuing education programs should focus upon how to plan for change and thus help themselves and others respond to new environments in an effective and creative way. This will require managers to generate a climate of openness toward others in the community, whether they have positive or negative attitudes regarding change. A manager might consider methods and occasions through which clients and staff could participate in the change effort. Planning for this change enables the people affected by the change to have a better understanding of its consequences. The leader of the adult and continuing education program can increase ways in which people can develop and control the direction of change, and to that degree can increase the trust that persons have in the manager's leadership.

The study of the future—called futurism and futurology—is a growing field of inquiry concerned with forecasting events and trends yet to unfold. Managers of adult and continuing education programs, as with all professionals, must be conscious of the impact as well as the results of such inquiry. Expanded diversification of societies all over the world will influence the future. The information which can be obtained from future studies can greatly aid the adult and continuing education manager in making more intelligent decisions.

More data from futures studies at the disposal of the manager of adult and continuing education should facilitate career planning, especially in matters of future job prospects. Futures studies can help managers to forecast what particular skills might be in demand and to consider the appropriate general factors when planning future-oriented curricula and making decisions today which clients will have to live with tomorrow. It is unethical to direct adult students to pursuits where the need is lacking or only temporary. The future utilization or reallocations of human resources is constantly in question; therefore, long-range planning requires study of the future. As we engage in more and more studies of the future, the assumption is that techniques of forecasting will be refined, which will lead to more effective and efficient utilization of human resources. This assumption may seem a bit idealistic. However, deliberate efforts to keep some goals based on futures study in the routine of everyday priorities should enhance management for the future, even though one must remain cautious to the fact that the information is only an educated forecast of what may happen in the years ahead. In short, the information from forecasts could be used as a guidepost and indicator in relationships with adult clientele and in program planning, not as a final word.

One important fact remains: for futures studies to be really effective and utilized, their results must be incorporated in organizational long-range goals, not just appended to reports to the accreditation agency or local school board. Progress in adult and continuing education could come from increased attention being paid to such trends as earlier or later retirement, alternative life patterns, increasing age of clientele, and changing occupations.

It is incumbent on all of us in the field of adult and continuing education to think in depth about long-range goals and philosophy, especially about what adult education professionals can contribute to the important education of mature adult learners. The mission statements should encompass deep philosophical thinking and long-range planning, not just technical or token planning and shallow philosophies without sound foundations. The philosophical foundation and global goals are the foundations for decision making. The program should be designed to serve all groups of clientele in need of adult and continuing education services.

SUMMARY

The best manager of adult and continuing education is one who desires to manage and is willing to accept the responsibility of that role. The manager's role, itself, is highly influenced by the organization for which he or she works. Most adult and continuing education programs operate in settings established for purposes other than the education of adults. The adult and continuing education manager, if faced with an atmosphere that is not conducive to adult education, should develop a strategy for achieving an educational environment that is in concert with principles of adult learning. The adult and continuing education manager needs status and autonomy to concentrate on policies and practices uniquely effective in the education of adults.

Two dimensions of managerial behavior exist: one is more concerned with directing the tasks to be done, the other with directing people. Proponents of situational management claim that each management situation is different and requires different leadership behavior or styles. The adult and continuing education manager should assess each management situation, adopt the suitable concomitant style, and then blend that style with the styles of the leadership team in order to manage adult and continuing education programs and staff more effectively. The manager should remember that the way or extent to which he or she uses his or her authority will affect both the freedom and productivity of assistants.

The basic functions of successful management are planning, organizing, staffing, directing or leading, controlling, and persistence in practicing time management. Good management starts with effective planning, including careful formulating of mission policy and philosophy statements. It is also essential to the effectiveness of the organization that the entire management team and adult and continuing education faculty clearly understand the organization's and program's goals and mission, as well as their role in achieving those goals. It is the responsibility of the manager to clarify the goals and objectives to the staff.

In order to make it possible for the people involved in the entire adult and continuing education enterprise to work effectively toward accomplishing organizational goals, an intentional structure of roles must be designed and maintained. This is the organizing function of management. Decentralization is a fundamental aspect of the organizing process, and delegating is a fundamental step in that process. Delegation of tasks and decision making to the lowest possible level in the organization that has the necessary judgment and facts not only helps free the manager to truly manage—to develop better programs, initiate changes, and provide more effective leadership—but also is essential to smooth operation and effective productivity when the manager is absent. Entire tasks, with the concomitant responsibility, should be delegated to help eliminate the need for constant checking and interruptions. Furthermore, such delegation will produce more successful results, if results, rather than processes or methods, are stressed. Basic qualitative principles that guide the way the adult and continuing education division or area operates should be established and clearly communicated to the entire staff by the manager.

Time, or the perceived lack of it, often defeats the purposeful manager in his or her strivings for truly effective management. Managers do have control over their time, however, and the application of time management practices will enable the manager to utilize limited time to its fullest.

A strong goal-oriented approach and effective time management must be tempered with elements of human concern. Adult and continuing education managers who listen at least 50 percent of the time that they spend with their staff are better communicators and usually better managers.

One of the important functions of an adult and continuing education manager that is often shortchanged, but can be accomplished as a result of effective time management, is serious effort in long-range planning of the continuing education program. Chronic social change is a basic characteristic of the world today, and its rate will accelerate in the future. Societal developments now and in the future must be considered in the long-range planning of continuing education programs Information from studies of the future can help managers to forecast what particular skills might be in demand and to consider the appropriate general factors when planning future-oriented curricula and making decisions today with which clients will have to live tomorrow.

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PART II

MANAGING ADULT AND CONTINUING EDUCATION PROGRAMS

Chapter 4

Needs Assessment

Donald W. Mocker
George E. Spear

Adults participate in educational activities because they feel they should, because they want to, or because they must in order to serve some other goal. A commitment to helping adults satisfy these needs is the central facet of the philosophy of adult and continuing education and the guiding principle for most practitioners. And because the needs of the learner are fundamental to the development of adult and continuing education programs, it follows that the problems associated with assessing or identifying those needs are a major and continuing concern of adult educators at all levels.

FUNCTIONS OF NEEDS ASSESSMENTS

At the outset it should be recognized that "needs assessment" is a generic term which covers not only a variety of methods, procedures, and types of data, but also describes two major functions.

The first function provides insights or information for selecting topics of courses that potential learners will find interesting, useful, or necessary. The adult education manager, coordinator, or organizer must choose appropriate subjects in order to attract the voluntary learner.

The second function provides a basis for the planning of curriculum and instruction. Identified needs serve as guidelines for establishing

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educational goals. Those goals then direct the planning of a "series of intended learning outcomes" which is, by definition, the curriculum of the program (Johnson, 1967). This function serves the teacher or curriculum developer in planning the specific course content. This function is most frequently of interest to educators in traditional settings. It serves to identify what must be learned in order to achieve competency in a subject.

In summary, the first function has to do with guiding the selection of courses or training topics. The second function provides the basis for curriculum development. The first is essentially a managerial or administrative decision, the second an academic decision.

In this chapter, only the first function will be considered because it is most elusive in planning adult and continuing education programs. The adult educator is forced too often to rely on common wisdom or guesswork in making program decisions. Even when data are available, the character or reliability may be misunderstood. The reader here will be provided a conceptual framework for considering different types of needs assessments and for making decisions about this important planning tool.

One note of caution is necessary. Program organizers cannot assume needs assessments are comparable to nor that they serve as indicators of motivation. The most pressing educational need may, in fact, be of relatively low priority on an individual's total list of life demands. Further, adults are most committed to activities which they have identified as important and in which they have had responsibility for planning. It follows that in assessing needs, the further removed the learner is from the decision-making the less reliable the data. Also, the data are less likely to predict voluntary participation patterns. Needs assessments, *at best*, indicate what should be learned, not the adult's willingness to learn it.

PROBLEMS FOR THE PRACTITIONER

As a rule practitioners in adult and continuing education have been more admonished to assess needs than instructed as to how that task might be accomplished. Charged with responsibility for planning and organizing educational programs, most adult educators regularly, or at least occasionally, make some attempt to ascertain the needs or interests of potential students. Such efforts frequently result in disappointment and frustration when programs, developed on the basis of the data, fail to attract the expected participation. This almost predictable discrepancy between participation patterns and assessment data indicates an unfortunately primitive state of the art in needs assessment that is both conceptual and methodological.

STATE OF THE ART: NEEDS VS. INTERESTS VS. DEMANDS

A review of current literature in adult learning reveals that the general understanding of needs fall mainly into two frameworks similar to those provided by Maslow (1954) and Havighurst (1952). Maslow's well-known five-step hierarchy of physiological and psychological needs suggests a building block progression. At the base are the physiological or survival needs from which the individual progresses to concern for safety or security needs. Then he or she moves to the need to belong to a social group, on to needs for status, and finally, the need for self-actualization. Maslow theorized that the individual must have satisfied the needs at the lower level before becoming aware of and seeking out the needs of the next higher level.

Havighurst (1952) taking a more functional view, divided the life span of the individual into six stages, each with demands for learning new skills, behaviors, awareness, and knowledge. These are the developmental tasks required for successful living and which have implications for education throughout life. "Life is learning." Havighurst defines the life stages and developmental tasks as:

- Infancy and Early Childhood (0–6 years)
  –Basic period for physical and psychological socialization.
- Middle Childhood (6–12 years)
  –Time to acquire mental skills and socially acceptable attitudes toward others.
- Adolescence (12–18 years)
  –Time to achieve appropriate sex roles, emotional independence, and socially responsible behavior.
- Early Adulthood (18–30 years)
  –Time for marriage, starting a family, starting an occupation, and developing social group membership.
- Middle Age (30–55 years)
  –Time to establish economic base, take full social and civic responsibility, adjust to physiological change of self, spouse, parents.
- Later Maturity (55 years and beyond)
  –Time to adjust to decreased strength and health, retirement and reduced income, death of spouse, meeting social needs.

Other adult learning theorists and writers have provided, generally, variations on one or both of these basic themes. The reader is directed to Birren (1959), Gagne (1970), Kidd (1973), Knowles (1970), Knox (1977), Kuhlen (1963) and Lorge (1963).

Another problem for the practitioner is differentiating between *needs*, *interests*, and *demands* as related to learner motivation and

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participation. As a rule, needs tend to be seen as more imperative than interests. Interests are viewed as preferences and may be of lower priority when the individual is making a decision. However, not all writers agree, some suggesting that interests may be conscious indications of unconscious or unrecognized needs. Regardless of the accuracy of these perceptions, the problem lies with distinguishing between casual interests and fundamental needs when gathering needs assessment data.

It is likely that data on interests are more easily collected than those related to needs in educational terms. Interests, by definition, are preferences which imply a choice among known alternatives. Needs, on the other hand, may be imbedded in and obscured by problems which seem unrelated to learning activities. For example, a worker with money problems may blame poor wages for his or her trouble when what is needed is to learn and practice wise consumer principles and money management.

This blur of needs and interests is critical in program planning and learner participation. It has implications for data collection methods and analysis which will be considered later in the chapter.

Most writers in the field agree that individuals, organizations and communities all have needs that must be taken into account. These respective needs and what is required to satisfy them may be vastly different and even in conflict. It is usually from organizations or societies that educational demands are generated and imposed upon the learner, in contrast to learner-identified needs and interests. However, organizations and societies do have educational needs which must be assessed if appropriate activities are to be planned and conducted. Values, power, and authority also are of importance and may be primary determinants of goals. It is vital that the adult educator recognize and accommodate these factors when deciding what and how data should be secured. Ultimately, the objectives of educational programs are determined by the category of needs to be served.

Although most writers address the issue of needs, interests and demands, the literature concentrates more on methodological considerations where it is obvious the writers are on much firmer ground. There is indeed a great deal of knowledge and experience related to the gathering of information about and from human beings and organizations. It has not been necessary for adult educators to invent new methods. Specific methods and techniques will be reviewed later in this chapter. However, it is useful to note that there is a tendency for many educators to mistakenly equate needs assessments with interest surveys, which are usually check-off lists of possible topics. The data gathered indicates preference among alternatives, not necessarily needs.

It is the position of the authors that in conducting needs assessments, as with planning instruction, methods and techniques should be based on a clear definition of objectives and the kinds of data that will be required to meet those objectives. Just as no single instructional method is appropriate in all settings, so must needs assessment procedures be selected to be appropriate to the learning activity. The literature has been largely silent in offering a conceptual framework which, in turn, lends itself to a selection of methodology which can be expected to produce the particular data needed by the adult and continuing education program planner. Neither is there much guidance for evaluating the quality of the collected data.

THE DESCRIPTIVE-PRESCRIPTIVE MODEL OF NEEDS ASSESSMENT

The Descriptive-Prescriptive Model was developed by the authors and is introduced here as a conceptual framework for planning and conducting specific needs assessments. It can also be used to aid planners in selecting among alternative approaches. The model serves as a bridge between the vagueness of the sources of human needs and the everyday considerations of data gathering.

Needs assessments are of two basic types—descriptive and prescriptive (Komisar, 1961). The descriptive needs assessment is a process in which the individual and/or a group is involved in identifying their own personal needs or determining what is to be learned. Such an assessment is essentially inner-directed.

Prescriptive needs assessments occur when a person or group decides what someone else should learn. In this procedure the intended learner is not central to the decision-making process. This assessment might be called other-directed learning.

Within each of these types are both subjective and objective procedures for determining needs. These procedures refer to the quality of data upon which learning decisions are made. Thus, four categories are established: Descriptive-Subjective, Descriptive-Objective, Prescriptive-Subjective, and Prescriptive-Objective, as shown in Figure 1.

Descriptive-Subjective refers to those instances where the individual, acting on feelings or perceptions, identifies an educational need. *Descriptive-Objective* assessment occurs when the individual collects data, such as tests results and, based on those data, identifies his or her educational need. *Prescriptive-Subjective* needs identification is exemplified when a supervisor believes that an educational activity

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Figure 1
Needs Assessment Matrix

	Learner Needs	
Data Base	Descriptive (Selected by Learner)	Prescriptive (Selected by others)
Subjective (Personal Opinion or soft data)	Descriptive-Subjective	Prescriptive-Subjective
Objective (Statistics or hard data)	Descriptive-Objective	Prescriptive-Objective

would improve the performance of people in the organization. *Prescriptive-Objective* needs assessments occur when a person or group, collecting data from tests, census data or elsewhere, identifies educational needs for other individuals, organizations, or communities.

Using this matrix as a reference, it then becomes obvious that the methods or techniques employed in any specific needs assessment should be selected with care. Also, managers using this matrix should have a much better understanding of the kinds of data they have at their disposal and a clearer idea of the worth of the data in a particular context.

Assessment Procedure

Descriptive-Subjective ☒

This type of needs assessment is conducted by an individual for some self-directed learning project. It can be characterized as personal and voluntary in nature and one in which the learner assumes the total responsibility for deciding what educational needs are most important to his or her life.

This process might begin with an individual deciding, "I want to be a better parent", "I need to develop management skills", or "I want a new job." Although this process is used by most adults many times a year, it is not one of the standard tools used by program planners. This is due to the personal nature of the assessment. The Descriptive-Subjective needs assessment uses no formal assessment techniques, and the adult educator is only involved when the learner requests aid in identifying or supplying instructional resources. However, self-directed learning should be well understood by program planners because this is becoming the preferred mode of learning by most adults. The implication is that program planners will need to become skilled in the process of helping others determine what and how they want to learn. With the accelerated expansion of knowledge, adult educators have the responsibility to help all adults become more aware of their capabilities for directing their own learning and in developing techniques to facilitate that learning process.

The data which are used by the learner to make decisions in this process are "subjective" in character and are usually based on intuition, feelings, or interests. The data are only valid when the learner decides that the identified need is worth pursuing.

When a learner engages in self-directed learning, the following basic procedure can be used to determine needs:

The Learner Identifies a Broad Goal or Educational Activity. Initially the learner's motivation is not strong, so the individual can be described as having more of an "interest" than a need, as described earlier in this chapter. These potential needs are centered around the personal aspects of one's life. This is usually associated with social roles and varies in intensity. Because of this, the values of an individual, rather than any societal demands, become the primary criterion in the learner's decision-making process.

Learning Objectives are Identified and Refined. After further consideration, the learner begins to clarify the potential outcome of the educational activity so that a judgment can be made concerning the worth of the activity in relation to that person's life. At this step an individual must decide if the effort required to learn a specific subject is worth the investment of time and money. Because of the basic nature of Descriptive-Subjective assessment, this step occurs so fast that, at first glance, it may appear to be non-rational or even irrational. However, after thorough study, most learners become aware of the rational nature of self-directed learning. Allen Tough (1971) found this to be true through his structured interviewing techniques. He found that many learners do not realize initially how much planned learning they do. But, through the interview process, greater awareness was achieved.

The Learner's Objectives are Activated. Once these steps have been completed, the learner is ready to begin identifying resources which will facilitate learning. In Malcolm Knowles' (1971) self-directed learning process, this is the step when the learner decides to proceed. In teacher-directed learning, the identification and ordering of resources are done by the teacher or curriculum specialist and not by the learner. There is no time dimension in this type of assessment; and because it is personal, the procedure can happen within a few seconds or last for weeks or even years.

The primary advantage of this procedure is that it places major responsibility for learning on the individual. It is a procedure which is founded on one of the basic assumptions of andragogy (Knowles, 1971), i.e., that adults can and will take responsibility for their own learning. The disadvantage is it assumes the person has developed the skills and attitudes necessary to implement self-directed learning.

Descriptive-Objective ☒

This type of assessment is still concerned with self-directed learning, but these procedures are used when the responsibility for planning is shared by the learner with a facilitator. Rather than using intuition to make decisions (as happens in Descriptive-Subjective assessment), the learner seeks to gather more objective data. Usually this implies a second person or agent in the process.

The learner might take a standardized vocational interest test with a change of career in mind. In another instance, a marriage counselor might give advice to the person on learning new behaviors in order to prevent a separation or divorce. In an industrial setting, an employee might ask the training director what learning is needed to advance with the company. The training director then diagnoses the person's skills and suggests some learning activity. Although the learner still retains the primary responsibility for decision-making, this procedure becomes a cooperative and collaborative process between the learner and facilitator.

The role of the program planner or facilitator is first to provide procedures which will help the learner in clarifying and specifying needs. The skill required of the facilitator here is a thorough knowledge of instruments and techniques which can be used with adults in the needs identification process. Second, the facilitator aids the learner in interpreting the data produced by the assessment process and in identifying instructional or learning resources.

When a cooperative process is used in needs assessment, these procedures can be followed:

A Climate is Set Which Produces Mutual Trust. Consideration must be given to the psychological, physical, and organizational aspects of climate setting. Knowles (1971) has done a particularly good job of identifying many of the essential variables in all phases of climate setting.

The role of the program planner is not to predetermine content but to create an atmosphere of trust which will facilitate the learner's decision-making process.

A Determination is Made Concerning the Best Instrument or Technique to use. When the learning activities are called for, but how to determine the level of competency is unclear, this type of assessment is useful. In this step the facilitator identifies the most appropriate test or inventory to use. If the learner has a very specific need, such as reading improvement, the planner could select a standardized test like the Adult Basic Learning Examination (ABLE). On the other hand if the learner's needs are not specific, an informal inventory, which is not standardized, can be used. An example of this process is provided in Figure 2. This procedure was developed to aid the learner in the decision-making process.

An Interpretation of Data is Made. As with the other steps in this procedure, the learner and planner are still working in a cooperative process. The role of the planner is to interpret the data in such a way that the learner is now able to make decisions concerning which learning need is of most value or to direct the learner to instructional resources. An example of this is found in Figure 3 titled "Check List for Recommended Study." Before using this check list, the planner would administer a standardized reading test. But rather than discussing the test directly with the learner, the planner would translate the test results using this form. Referring to the heading "Recommended Study," the learner would be able to decide what is important.

Like Subjective-Objective, this type of assessment places major responsibility for learning on the individual. It does, however, add objectivity to the process by using a second person and some pre-developed instruments. The primary disadvantage is the likelihood of overemphasizing test results and not modifying those results with human insight and judgment.

Prescriptive-Subjective ⊠

This procedure is typically used by managers of community education programs or planners of continuing education activities in professional organizations. This is the basic tool of the industrial trainer. The fundamental difference between prescriptive and descriptive assessments is that in the prescriptive procedure someone other than the

Figure 2
Adult Information and Assessment Form

Name ______________________________

Present Vocational Goals:

Educational Goals:

Educational Services Needed:

Other Services Needed:

Interviewer ____________________ Date ________________

Figure 3
Check List for Recommended Study

SUBJECT	*RECOMMENDED STUDY*		
READING — The following skills are important for getting the most out of your reading and for passing GED Tests in Social Studies, Science, and Literature.	no study needed	some review needed	thorough study needed
Getting the facts. Finding information and seeking out the details.			
Getting the meaning. Learning to recognize an idea expressed in other words.			
Single words (vocabulary)			
Short passages and phrases			
The whole selection (main idea)			
Drawing conclusions. This means putting the facts together to arrive at meanings not directly expressed. For example, if you read that *all birds eat* and that *Robins are birds*, you can arrive at the conclusion that Robins eat.			
Understanding the mood or purpose. Judging the mood or style (sarcastic, humorous, formal, etc.) or **the author's intention (persuasion, criticism, praise,** etc.) Sometimes this is called "reading between the **lines**."			
Understanding special terms used in literature to describe special forms and devices (imagery, metaphor, and simile are examples).			
ENGLISH			
Spelling: spelling rules, commonly misspelled words.			
Punctuation: special emphasis on use of the comma, also semi colon, colon, quotation marks, apostrophe.			
Capitalization: proper nouns, first words in sentences and quotations, etc.			
Usage: How to use words correctly in a sentence (tense, form, pronouns, standard usage, etc.)			
Sentence Structure: learning to recognize sentences which most clearly convey the intended meaning.			

learner decides on the learning needs. In this process, planners make decisions for other people. This may take the form of a single person making decisions for a community or a training director in a business deciding what the employees need to learn. It may also take the form of a group process such as a committee planning a convention for a large professional organization.

In making decisions concerning which learning activities will be offered, planners may draw from their own experience or use a questionnaire which produces subjective data. Typical of this category are the procedures followed by high school adult education directors in assembling a schedule of evening classes. In another setting a manager might develop a training sequence designed to improve the performance of workers. It is usually in response to the question, "What should I offer the potential student?" This procedure is most appropriately used when the clientele is too large to survey individually or is otherwise inaccessible and the breadth of learning needs among the clientele is diverse.

Figures 4 and 5 are two very different approaches to this process. Figure 4 is a check-list format used by a program director. The director decided on the basic list and then distributed it to a large number of people. Based on the results the director will make certain decisions concerning what will actually be offered. In Figure 5 is a good example of a different check-list format but one that is still classified as prescriptive-subjective. Here, Drake University is not directly surveying the potential learners, but is surveying management about what it did for its employees and what subjective interests held for future activities.

The worth and success of this procedure is dependent on the planner's insight and understanding of the problems of the learner. As with the other types of assessment, this one is most appropriate when attendance is voluntary, i.e., voluntary attendance is a testimony of accuracy.

The following procedures are used in Prescriptive-Subjective assessment:

Program Planners Develop a "List" or "Pool" of Possible Learning Activities. The first step in this procedure is for the program planner to develop a broad list of learning activities which might be of interest to the clientele. Whether this is done by an individual or committee, the basic technique of decision-making is intuition, past experience or a search of appropriate literature. This does not mean that the planner has no basis on which to make decisions. It does mean the planner makes decisions without being able to diagnose each learner. The planner can look at previous enrollments, informal feedback from

Figure 4
Local In-Service Training Survey

Local in-service meetings and workshops will be arranged this year to suit the interests of teachers in specific topics as well as to meet the needs of special groups of teachers.

The purpose of this survey is to give you the opportunity to express your individual preferences for special topics *and* your perception of the needs of your special group.

SPECIAL TOPICS: Please indicate your first, second, and third choice (1,2,3).

____ Interviewing new students
____ Values clarification techniques
____ Evaluating students
____ Serving special groups (circle one) youth, women, older students, minorities, other ____________
____ Student motivation
____ Teaching Reading
____ Learning styles
____ Teaching Math
____ Teaching English
____ How people learn
____ Selecting instructional materials
____ Planning individualized instruction
____ Counseling Students
____ Group teaching
____ Other ____________
____

SPECIAL GROUP NEEDS: Please identify the group to which you belong and describe what you perceive to be the most pressing in-service need for your group.

Learning Center ________ Part-Time ABE/GED ________
Special Ed. ABE ________ ESL ________ ABE Supervisor ____
Business Ed. ____.

Group need:

Signed ____________

Please return to Adult and Continuing Education office by December 15.

learners, census data and studies to aid in decision-making. The planner can also hold meetings with training directors or officers of professional organizations and have them help in the selection of activities.

Final List of Educational Activities is Established. The task at this step is to narrow the potential list to include only those activities which will be offered to the clientele. Frequently, this is accomplished by submitting the total list to a sample population of potential learners who are asked to select or rank the topics of greatest interest to them. An example of this is found in Figure 6.

Figure 5
One Page of a Survey for Business and Industry Developed by the College for Continuing Education, Drake University, Des Moines, Iowa

	Approximate No. of Employees Your Co. has sent to Such Programs (outside Des Moines Area) in the last Two Years	No. of Employees You Would Currently or in the Near Future be Interested in Sending to Such a Program
3.7 COMPUTERS FOR NON-TECHNICAL MANAGERS: cost-benefit analysis, evaluation of computer usage, communications with the computer staff.	________	________
3.8 PROPER MANAGEMENT OF TIME: establishing priorities; improving skills in planning time management.	________	________
3.9 USE OF MANAGEMENT COMPENSATION FOR ACHIEVING RESULTS: establishing or updating compensation plans; motivating managers; accountability for results.	________	________
3.10 DEVELOPMENT OF MANAGEMENT SKILLS FOR NEW MANAGERS: responsibilities of a manager; organization and supervision; decision making.	________	________
DATA PROCESSING AND SYSTEMS ANALYSIS		
3.11 DATA PROCESSING AND THE COMPUTER FOR MANAGERS AND SUPERVISORS: computer capabilities; practical understanding of data processing and the computer.	________	________
3.12 BASIC SYSTEMS ANALYSIS: foundations in systems work; work simplification; cost-benefit analysis; organization and analysis of data.	________	________
3.13 THE HUMAN FACTOR IN SYSTEMS WORK: group activities; effective communications; resistance to change.	________	________
3.14 IMPROVING COMMUNICATIONS SKILLS FOR THE SYSTEMS ANALYST: expressing ideas; listening; report writing, using effective presentations.	________	________
ACCOUNTING AND FINANCIAL MANAGEMENT		
3.15 LATEST DEVELOPMENTS IN ACCOUNTING AND FINANCE: conferences focusing on a specific area.	________	________
3.16 BUDGETING AND PLANNING-FUNDAMENTAL: The Theory of budgeting; problems of installation to different businesses; cost-volume-profit adaptation relationships; compilation of the annual budget.	________	________

Figure 5 (continued)

	Approximate No. of Employees Your Co. has sent to Such Programs (outside Des Moines Area) in the last Two Years	No. of Employees You Would Currently or in the Near Future be Interested in Sending to Such a Program
3.17 BUDGET MANAGEMENT-ADVANCED: budgeting to improve and evaluate performance; analyzing capital expenditures; using simulation models in budgeting.	________	________
3.18 EFFECTIVE CAPITAL INVESTMENT DECISIONS: managerial and financial tools for effective appraisal and analysis of proposed capital expenditures.	________	________
3.19 PROPER USE OF QUANTITATIVE METHODS AND COMPUTERS: linear programming; Bayesian statistics; Pert diagrams.	________	________
3.20 ACCOUNTING AND FINANCE FOR THE NON-FINANCIAL EXECUTIVE OR MANAGER (BASIC OR ADVANCED): terminology; concepts and practices of accounting and finance.	________	________
3.21 DECISION MAKING AND PROBLEM ANALYSIS: development of decision-making skills.	________	________
3.22 MARKETING FOR NON-MARKETING EXECUTIVES: functions, concepts and practices of marketing.	________	________
HUMAN RELATIONS AND MANAGEMENT		
3.23 HUMAN PERFORMANCE: motivation and productivity; attitudes; achievement.	________	________
3.24 PERSONNEL MANAGEMENT: work groups; employee selection and training; minority employment.	________	________
COMMUNICATIONS SYSTEM		
3.25 EFFECTIVE WRITTEN AND ORAL COMMUNICATIONS: report writing; presentations.	________	________
3.26 COMMUNICATION BARRIERS: principles and approaches to establish and maintain effective communications.	________	________
MANUFACTURING MANAGEMENT		
3.27 EFFECTIVE PLANT MANAGEMENT: productive capability; production techniques; effective control within the organization.	________	________
3.28 INVENTORY MANAGEMENT: optimization of inventory; production scheduling; optimal production sizes.	________	________
3.29 MAINTENANCE MANAGEMENT: organization of maintenance departments; integration with other plant functions.	________	________

Figure 6
Adult Basic Education Teacher Competency Inventory

	No							Complete
	(circle only one)							
To what degree are YOU able to:								
1. use learners' oral language facility, including dialect, as the basis for developing skills in standard English.	0	1	2	3	4	5	6	7
2. include the essential elements of the communication process (listening, speaking, reading, and writing) when selecting curriculum.	0	1	2	3	4	5	6	7
3. try novel and unique strategies in broadening horizons of learners.	0	1	2	3	4	5	6	7
4. use the community development approach.	0	1	2	3	4	5	6	7
5. explain what is individually prescribed instruction.	0	1	2	3	4	5	6	7
6. prepare new teachers for innovative and changing programs.	0	1	2	3	4	5	6	7
7. select materials and activities which promote learning about health and nutrition.	0	1	2	3	4	5	6	7
8. adjust teaching to accommodate individual and group characteristics.	0	1	2	3	4	5	6	7
9. assess anxieties about learning that are specific to identifiable groups of learners.	0	1	2	3	4	5	6	7
10. determine reasons for low self-concept of learners.	0	1	2	3	4	5	6	7
11. select curriculum which will aid the learners in developing an interest in reading.	0	1	2	3	4	5	6	7
12. assess the effects of discrimination on the learners.	0	1	2	3	4	5	6	7

This final list of items should be in a form which communicates the intended content of the learning activity. The items or courses need to be specific and relative to the life of the learner to assure participation.

Analysis is Completed and Decision Made to Offer Activity. If a survey is used to narrow the list, the last step is to summarize the data and analyze the findings to determine what will be offered.

Figures 6 and 7 are samples of a survey format which attempts to determine the difference between what a teacher can do and what he or

Figure 7

Adult Basic Education Teacher Competency Inventory

No — Complete

(circle only one)

To what degree SHOULD an ABE teacher be abie to:								
1. use learners' oral language facility, including dialect, as the basis for developing skills in standard English.	0	1	2	3	4	5	6	7
2. include the essential elements of the communication process (listening, speaking, reading, and writing) when selecting curriculum.	0	1	2	3	4	5	6	7
3. try novel and unique strategies in broadening horizons of learners.	0	1	2	3	4	5	6	7
4. use the community development approach.	0	1	2	3	4	5	6	7
5. explain what is individually prescribed instruction.	0	1	2	3	4	5	6	7
6. prepare new teachers for innovative and changing programs.	0	1	2	3	4	5	6	7
7. select materials and activities which promote learning about health and nutrition.	0	1	2	3	4	5	6	7
8. adjust teaching to accommodate individual and group characteristics.	0	1	2	3	4	5	6	7
9. assess anxieties about learning that are specific to identifiable groups of learners.	0	1	2	3	4	5	6	7
10. determine reasons for low self-concept of learners.	0	1	2	3	4	5	6	7
11. select curriculum which will aid the learners in developing an interest in reading.	0	1	2	3	4	5	6	7
12. assess the effects of discrimination on the learners.	0	1	2	3	4	5	6	7

she should be able to do. Once a facilitator completes the inventories and rank orders the items, the learner can then decide what is most important. Those items which ranked high on the *can do* list will not be of interest to the learner. However, those items for which the learner indicates no competence and also indicates a desire for competence will denote educational needs.

The major advantage of this approach is that it is economical, in that not every person is surveyed. In addition, in some settings, such as industry and health care institutions, planners feel that it is important to assure that certain "subjects" are learned. The major limitation is often there is little correlation between the learner-expressed interests and his and her willingness to attend learning activities voluntarily.

Prescriptive-Objective ☒

This type of assessment is the most formal in nature and is appropriately used in highly structured training programs such as those concerned with certification and credentialing. Any mandatory training program which uses diagnostic procedures is an example of the Prescriptive-Objective procedure. This type of assessment is described by some writers as proscriptive rather than prescriptive. The learner is not involved in any part of the planning process and, thus, has a completely passive role.

This assessment follows the following steps:

A Task Analysis is Conducted. A task analysis is conducted to determine the needed skills and level of competency required for each. From this list of skills, a set of criteria is established against which an individual's current performance can be compared. This is the basic curriculum development process in the Prescriptive-Objective approach.

Standardized Instruments are Identified or Developed. The task at this step is to find or develop testing instruments which will measure the skills identified in the task analysis. A manual dexterity test might be used in an industrial setting, or a criterion-referenced test might be developed by a school of nursing.

Learners are Tested. The third step involves the actual testing of each learner. Recognized and standardized testing procedures are necessary with this type of assessment to improve the reliability of the test data.

There are three basic errors associated with standardized testing: those within the test, those dealing with the administration of the test, and those concerned with the test taker. Errors with test administration are probably the easiest to control. Unless there is some compelling reason for modification, the tester should always follow the instructions exactly as printed in the manual. Attention must be given to both the administration and scoring.

Test Data are Analyzed and Learners are Placed at Their Proper Level of Achievement. The final step in this process involves the analyzing of results to determine the discrepancy between some goal and the current level of performance. What distinguishes this analysis from the other assessment procedures is that the instrument itself sets the parameters for analysis. Using standardized tests requires standardized interpretation.

The basic strength of this process is the precision of measurement that standardized tests give. The major weakness is the potential for over-emphasizing and generalizing test results.

SUMMARY OF ASSESSMENT METHODOLOGY

In Figure 8 a summary of the decision-making process is related to the Assessment Matrix and assessment methodology. This figure can serve as a ready reference for adult educators to make the initial decision as to which assessment procedure is appropriate in a given situation.

Conducting a good needs assessment is the most basic element in adult and continuing education. It has been and continues to be the starting point in program planning.

The authors have presented this needs assessment matrix to serve two purposes. First, it provides practitioners a means for identifying

Figure 8
Summary of Assessment

Type of Assessment	Focus of Decision-Making	Assessment Method
Descriptive-Subjective	Individual uses personal opinion, interest, or intuition to make decisions.	Self Analysis
Descriptive-Objective	Individual uses outside source, such as test data, to make decisions.	Formal and Informal Techniques
Prescriptive-Subjective	One person or group of persons makes decisions for another, using opinion or experience as the bases.	Questionnaires and Indirect Analysis
Prescriptive-Objective	One person or group of persons makes decisions for another using test or measurement data as the bases.	Formal/Standardized Techniques

the variety of procedures which come under the common heading "needs assessments" and the corresponding methods and alternative sources of data.

The second purpose is to offer the researcher a conceptualization to launch further study in this critical area of concern to the field of adult education.

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Chapter 5

Program Coordination, Cooperation and Interorganizational Systems at the Community Level

Samuel E. Hand
Jane B. Sellen

Identification of the educational needs and resources in a community, followed by a determination of how to meet those needs, is a crucial task of the adult and continuing education manager. Program coordination, cooperation and interorganization all are important resources in meeting these community educational needs. Resources and needs must be understood before effective management of staff, facilities and budget can be made. It is in relation to or in connection with individual and community problems that educational needs exist, and the adult educator must first know what these problems and needs are before planning educational programs to deal effectively with them.

In earlier times the job of the adult educator in getting to know the community and planning programs was relatively simple. The mobility of ever-increasing numbers of people from one section of the country to another during the past four decades, however, has created within our communities many problems, the complexity of which challenges the comprehension even of our most highly trained social scientists. Leaders in our cities are wrestling with the problem of masses of people who

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are untrained for jobs required by modern technology in business and industry, people who need retraining and upgrading to keep jobs, who want further educational opportunities to advance in their jobs, and who are also wholly unaccustomed to or unprepared for the variety of life styles they encounter. Unable to find or retain jobs, confused and dismayed by the complexity of life around them, these masses congregate for survival in the inner city where ghetto life further reduces their hope, intensifies ethnic alienation, and spawns hostilities and despair.

Also in earlier times, the adult and continuing education manager could plan his or her own program with little need for outside cooperation. Now the manager must be aware of other agencies with whom to cooperate in order to reach and offer the variety of educational opportunities needed. Adult and continuing education is a service offered by public and private colleges and universities, community colleges, public schools, business and industry, unions, community action agencies, YM and YW's, libraries, prisons and so on. All of these agencies may be loosely cooperative or associated more formally in a local adult and continuing education council. Service to the community is their primary purpose in adult and continuing education.

Under these circumstances the adult educator today must truly be a professional to be effective. In addition to understanding the nature and concept of community and the significance of the relationship between the individual and community, the adult educator must have an awareness of the historical factors of community development as well as current problems and trends.

CONCEPTS OF COMMUNITY

Communities first came into existence because of the inherent social nature of human beings and because of the presence within them of certain basic needs which cannot be satisfied in isolation. Physical nature and the necessities of the environment force humans to unite with others to survive. This cooperation for survival ultimately leads to the establishment of certain social units in which people live under common law and common custom. The progression of societal units is from the family unit through the tribe, the community, the state, the nation and ultimately to the world. The community, the group of people bonded together with common historical, social, economic or political interests, is *the* social unit which seems to provide the setting in which basic human needs can best be met.

Lindeman says that human beings are born with three instinctive traits which give direction to all their motives and acts: self-preservation, self-perpetuation, and self-assertion (Lindeman, 1921, p. 1–10). It is in these self-seeking instincts that people are forced to reveal their inherent social nature. By preserving, perpetuating and asserting themselves, humans rely on relationships and cooperation with other human beings.

The basic human needs which are present in every individual impel us continually toward all sorts of social contacts and relationships with our fellows. Joseph K. Hart identifies five major needs which constitute the evolutionary source of our five major social institutions (Hart, 1927, p. 14). As infants and children, our need for nurture and care gives rise to the *family*. Our need for some broad outlook on the meanings of life and destiny gives rise to *religion* as a center of ideal aspirations and unsatisfied longings. Our physical needs and wants give rise to *industry*. Our need of opportunity for sharing and enjoying the goods of the world in some just and restraining manner gives rise to the *state*. Finally, our need to know and continuously to extend our capacity to know gives rise to *education*.

Earlier uses of the term "community" implied a geographical area with definite legal boundaries, occupied by residents engaged in interrelated economic activities and constituting a politically self-governing unit. Under this concept, hamlets, villages, towns, and cities were classed as communities, and as such were regarded as elements of larger societal units—counties, states, and nations. This early concept views community primarily in terms of structure. Its elements are definite and clearly defined.

Subsequently, however, more and more attention has been given to the social and attitudinal aspects of community. The result has been that a more recent concept of community is based principally on the ideas of functional process. This change came about as a result of the doctrine of social change by which communities were seen to be in a state of continuous evolution with no clear-cut, continuously stable structure.

Lindeman makes a clear distinction between the two concepts:
In terms of structure—

> A community . . . is any consciously organized aggregation of individuals residing in a specified area or locality, endowed with limited political autonomy, supporting such primary institutions as schools and churches and among whom certain degrees of interdependency are recognized.

As a process—

> A community . . . is any process of social interaction which gives rise to a more intensive or more extensive attitude and practice of interdependence, cooperation, collaboration and unification. (Lindeman, 1948 p. 102–103)

According to Lindeman, a valid definition of community includes both the structural and functional elements. He points out that political scientists still view the community as both structure and process and that social workers regard it as a configuration of families and as a system of institutions designed to exercise social control and assume social responsibilities (Lindeman, 1948 p. 105).

Stroup feels that there is little reason to fragmentize our view of the community because of the divergence found in the structural and process concepts. He says that here is a case of "both . . . and," rather than "either . . . or" and sets forth five prerequisites of community:

Consciousness of Organization. The members of a community must be commonly conscious that they compose a community. This involves the element of loyalty.

A Common Territorial Basis. Residents of a community are usually bound by a shared land area. This increases commonly shared interests.

Limited Political Autonomy. The community requires some measures of political control and expression.

Satisfaction of Primary Needs. While secondary groups may be present to implement the purposes and activities of the primary groups, the fundamental stress in the community is placed upon the fulfillment of the major life functions.

A Social Structure and a Social Process. These are distinctive to each community, and the social process may include conflict as well as cooperation.

Taking these five elements into account, a community may be described generally as composed of

> a relatively large number of persons having a consciousness of their own interrelatedness, who are dependent upon a common territory, possess limited political autonomy, and seek basic satisfactions in a complex and changing social structure (Stroup, 1952, p. 7).

Synthesizing the various definitions and concepts of community, it would seem that a community includes:

- Enough people to enable it to function as a unit.
- A geographic locus and a historic past that involve the members of the community.
- A sufficient number and variety of want-satisfying agencies to enable its members to live a large part of their routine existence within the locality if they so desire.
- An entity which serves as an object of thought and feeling on the part of its members.
- The ability to act in a corporate capacity to preserve its existence.

Thus, it would seem that a community has a synergism of its own, that it is, in fact, more than the sum total of the people who make it up. It does have needs, the same as people have needs. And adult and continuing education is an instrumentality by which many community needs as well as individual needs can be served. Within the community exists the means to provide the educational opportunities needed by the people in the community. Effective coordination and cooperation in providing these opportunities can both better serve the community and the individuals in it.

THE INDIVIDUAL AND THE COMMUNITY

Relationship Theories

The relationship of the individual to the community has been analyzed in various ways. There are three basic theories which seek to explain this relationship.

The first, dating back to the seventeenth century, is the social contract theory of Thomas Hobbes. Hobbes says that society consists of a union of individuals, with each character independent of the society, and that the character of society is determined by the character of individuals. The individuals give all their rights to society (the contract) in return for which all their needs are taken care of by society (Hobbes, 1909, p. 132).

The second theory concerning the relationship between members of society and society itself is the social mold theory proposed by the French sociologist Emile Durkheim. He came close to saying that society was primary and that individuals were merely the results of the characteristics of society. He thought of society as putting its stamp on individuals, like a mold forged over hot metal.

Durkheim made the point that whenever a number of individuals come together in a group something new emerges, the nature of which depends not just on the individuals, but also on the fact of their mutual relations—the "whole formed by their union" (Homans, 1950, p. 317). In other words, any society, any group, develops a set of rules, norms of behavior, which act as a constraining influence—a mold—on the individual.

The third theory is that of George C. Homans who says that (1) an individual brings to the group certain characteristics of mind and certain needs. These needs are at once bilogically inherited and socially instilled. (2) The group has a method of cooperation for satisfying these needs, which make natural and appropriate certain forms of behavior in certain situations. (3) However, while these forms of behavior may be natural and appropriate, the group has also reached the idea that they ought and must be adopted in these situations. (4) If an individual does not behave in these ways, the relations in the group are such that the individual will be punished. Moreover, the norms (or culture), will be taught to new members (Homans, 1950, p. 319–320).

Hobbes emphasized (1) and (2); and Durkheim, (3) and (4) of the above. Homans feels that neither is entirely right because both are incomplete. According to Homans the individual brings to the group certain needs, the group seeks a cooperative solution, the solution is influenced by or becomes tradition, and, once established, brings conformity. A practical example of this may be the individual's needs for food and clothing. These may be biologically determined, but society teaches the individual what kinds of food to gather and eat and what kinds of clothes to wear. When the individual fails to conform, punishment by society is through group rejection, ridicule, or otherwise.

Community-Individual Interaction

Jessie Bernard provides some penetrating insights on the influence of the community upon the individual personality. She points out that popular racial and cultural stereotypes recognize the influence of community background on personality. Terms such as "hillbilly," "cracker," "okie," "nigger," "tarheel," "wop," "dago," and "kike" all reflect the way in which certain community ties are thought to determine personality. Bernard says that the influence of the community background on the individual personality need not be direct. It may, in fact, be very indirect.

The following are ways in which it operates:

- Through its contribution to the socializing process, the community plays a role comparable to that of the family in shaping personality, including attitudes, speech patterns, prejudices, and points of view.
- By its acceptance or rejection of individuals, it exerts a tremendous force in shaping individual personality.
- By its selective behavior, it encourages some types of personality and discourages others.
- By its institutional offerings, it sets limits to personality growth. (Bernard, 1949, p. 558–559).

The community influence on individual personality continues long after the family has done its job. It is never complete and continues for life. Community standards are so well maintained that the rules are more generally apparent in the breach than in practice.

This pervasiveness of the influence of the community on the individual is further described by Joseph K. Hart in these words:

> No child can escape his community. He may not like his parents, or his neighbors or the ways of the world. He may groan under the processes of living, and wish he were dead. But he goes on living, and he goes on living in the community. The life of the community flows about him, foul or pure; he swims in it, drinks it, goes to sleep in it, and wakes to the new day to find it still about him. He belongs to it; it nourishes him, or starves him, or poisons him; it gives him the substance of his life. And in the long run it takes its toll of him, and all he is (Hart, 1927, p. 82–83).

At another point Hart says—

> But the community does educate! It educates all of us by its processes and its functions; by its structures and its institutions; by its repressions and its illegalities; by its sincerities and its lies; by its legends and its faiths; by its great spirits and its "damaged" souls; by its professions and its practices. (Hart, 1927, p. 294).

Llao says that different communities will produce different kinds of minds. They will devise theory according to cultural emphasis and will shape individual growth accordingly (Llao, 1933, p. 2). On the other hand, a broad implication for education, and particularly for adult and continuing education, appears in Llao's statement that the individual may "by chance" become a guide to his or her community. The job for adult and continuing education is to lessen this element of chance by creating an atmosphere and providing the means whereby the individual's growth, intellectually, civically and otherwise, will continue throughout life, thus enhancing the possibilities of giving responsible direction to the community's development.

CLASSIFICATION AND STRUCTURE OF COMMUNITIES

As is true of individuals, communities are capable of infinite variations. While there are certain elements common to them all, each community has its own peculiar characteristics growing out of its local situation. These distinguishing characteristics serve to determine the general nature of communities and provide a basis for their classification. While there is no universal system for community classification, the adult educator should have a basic knowledge of the factors which influence the classification and structure of communities in order to enable him or her better to recognize community needs and plan appropriate programs designed to deal with them.

Most classification systems recognize the dominant influence of economic forces in determining the character of communities. Those with the same kind of economic base tend to develop similar patterns of community living.

John A. Kinneman describes eight classes of communities and gives the distinctive characteristics of each in very simple terms (Kinneman, 1947, p. 18–35).

1. *Open Country Community*, the simplest of all forms of community. The focal point of its organization may be a general store, a rural school, a cooperative elevator, or an open country church. It exists mainly among farmers who live a considerable distance from the nearest agricultural village. The institutions of the people are closely connected with the soil.

2. *Agricultural Village*, usually a village of fewer than 2,500 inhabitants. Business enterprises depend largely on farmers in the open country for the greater part of their trade, and the sole purpose of their existence lies in the services they provide for nearby farmers. Patterns of thought among editors, politicians, and business proprietors in such communities are aimed at preserving the integrity and independence of the small town.

3. *Rurban Center*, a community somewhere between the agricultural village and the wholesaling center which combines elements of the agricultural village with patterns of the small cities. It usually has rural characteristics. Many residents are farm owners. Culture is relatively harmonious and integrated. Population usually runs from 3,000 to 20,000. Schools are good; industry has some diversity. Associations are somewhat personal and intimate. The farm and the city meet in such communities.

4. *Wholesaling Center*, usually a community of from 25,000 to 100,000 population. Wholesaling is a part of the behavior pattern of the people. Such a center often provides services outside its city limits for an aggregation of people three or four times as large as the population of the center itself. While jobbing is important, industry causes the wholesaling center to function and enables it to retain its population. Actually this is an agricultural-industrial center in which wholesaling constitutes an essential supplemental service.

5. *Industrial Center*, a community conspicuously industrial in nature and not intimately identified with agriculture or wholesaling. Some may rely solely on one industry. The prosperity of such communities depends on operation of the industry and the pattern of life is set by the working class. Usually a high degree of labor consciousness exists. A substantial percentage of the population may be black, or the center may be a focal point for other minorities.

6. *Metropolitan center*, largest of the centers of population, usually 100,000 or above. However, the functions it performs determine for the most part its proper classification as a metropolis. The metropolitan center provides most, if not all, of the goods and services needed by the

residents in the area surrounding it. It is an important marketplace; provides a wide variety of commodities both retail and wholesale; has all types of professional and personal services—specialists in various fields such as medicine, dentistry, law, and the trade services; and is usually a cultural center with colleges, special schools, conservatories, theaters, art galleries, museums, zoos, and parks. It may be characterized also by extremes of behavior patterns among the people living within it.

7. *Suburban Community*, a community formed as an outgrowth of the metropolis, whose residents, for the most part, work in the metropolis and depend heavily upon transportation facilities to commute. As places of residence they give their inhabitants prestige, and people are aware of their class and caste. They support and benefit from institutions of their choice—churches, country clubs, private schools, and colleges; loyalties are divided between city and suburb; living expenses and the standard of living are fairly high; and residents rely largely on the city for major goods and services.

8. *Special Service Communities*, those in which special services dominate the community life, such as educational institutions or recreation and resort areas with a large transient and seasonal tourist populations.

Regardless of its classification, a community's physical structure is usually determined by a variety of physical factors associated with transportation and communication and identified with function—commercial, professional, aesthetic, and the like. It is well established that community boundaries follow such functions as retail trading, banking, newspaper circulation, and attendance at elementary and secondary schools. These "community" boundaries often transcend township and county lines, thus demonstrating that community is a functional part of social interaction—a fact which the adult educator must continually bear in mind. What community organizations within a community, then, can be brought together to benefit that community educationally? And how best can the adult and continuing education manager effect such an effort?

EDUCATIONAL NEEDS IN THE COMMUNITY

With an awareness of the evolving concept of community and the significant role relationship between the community and the individual, the adult educator may now seek answers to the question of how best to identify the educational needs of the community.

A review of chapter 3, *Needs Assessment*, is appropriate here. A number of considerations should be kept in mind. First, educational needs exist at several levels. Individuals have personal needs which adult and continuing education can serve; community organizations have needs; and even the community at large has problems and needs, the solution for which may well depend on adult and continuing education.

Second, educational needs are related to or grow out of the roles, responsibilities, and functions of individuals, groups, and communities. Individual adults occupy the roles of and have responsibilities as citizens, workers, parents, consumers, and individual personalities concerned with their own self-development. Organizations and groups within the community have recognized roles and functions, either voluntary or legally prescribed, in which needs exist and problems arise and can be dealt with effectively by educational means. Similarly, the community encounters problems and difficulties which can be solved through education. Recognizing these roles and functions as operational areas of potential educational needs, the adult educator can take them into account as he or she proceeds with the task of identifying educational needs in the community.

A third consideration is the identification of those organizations and agencies in the community which offer or are in need of adult and continuing education and will provide a basis for possible cooperation and coordination of program services. Such identification will not only increase the visibility of adult education offerings but also avoid unnecessary duplication of dollars and services.

Fourth, the adult educator should remember that one of the important keys to success, and to that of the program, is to know and be known favorably by as many people as possible in the community. The extent to which the adult educator and the program he or she represents will be called on to help solve educational problems and needs of individuals and groups will be in direct proportion to the extent to which they are known throughout the community. Additionally, the adult educator's leadership will be shown in organizing and achieving coordination and cooperation among those offering and using adult and continuing education.

All things considered, systematic and continuing study of the community by the adult educator in cooperation with representative citizens and organizations is the best means yet devised for identifying educational needs and planning socially useful adult education programs in a community.

Adult and continuing education can provide the means for interested citizens to help determine the policies that shape the future of the community. Identification of problems and needs presumes that solutions and changes are possible. Citizens and agencies actively involved in a needs study will more vigorously support cooperative arrangements. Adult and continuing education can become the catalyst for the future that those citizens and organizations seek.

ANALYZING OR STUDYING THE COMMUNITY

The adult educator approaches the study of the community with two dimensions of the task in mind. First, the adult and continuing education manager personally wants to know the community well enough to make intelligent decisions in keeping with the general character of the community and also well enough to enable him or her to design instructional programs which will serve real needs and solve real problems in the community. Second, and very important, the process of community study itself can be an educational activity which will involve many citizens of the community and increase democratic participation and facilitate community self-development. The study will not assume that the adult educator and the organization which is represented is the only answer to community needs. By taking the lead in bringing community needs into focus, and by cooperating with other agencies in dealing with these problems, the efficacy of adult and continuing education as an answer to community needs will become more apparent to everyone.

Organizing a study of the community to make it an educational activity for the community at large can serve several useful purposes for both the adult educator and the community. In the first place, it provides a ready-made program activity that can lead to the solution of community problems. As Biddle points out, the presence of problems in a community does not start the process of community improvement. That process begins only after some person or group has studied the situation, identified the problems and awakened the hope that something can be done about them (Biddle, 1953, p. 45). It is also an excellent means of fulfilling the basic function of adult and continuing education in developing higher levels of responsible citizenship through direct participation of adults from various walks of life and community agencies in the study, and planning processes which precede the hoped for community improvement and development. Such identification can also show which agencies can best provide specific elements of the proposed solutions.

As a change agent in the community, the adult educator must recognize that cultural change does not occur overnight. It must be introduced gradually and is best assured when responsible leaders in the community recognize the need for such change and participate in the process of guiding its introduction and implementation. Cooperation and coordination among agencies improves the chances of bringing about the desired changes. Representative citizens who participate in a systematic study of specific aspects of community life may have, by virtue of their familiarity with the local culture, more skillful insights into directions for program development. These representatives may form a citizens advisory committee to study the community or become the genesis of a local adult and continuing education council. Such a council would represent all adult and continuing education organizations in a community for purposes of coordination and cooperation when possible solutions to the needs identified have been determined. More is said about this later in this chapter. See also Chapter 11 on advisory groups.

To involve the community extensively may require a number of concurrent efforts on the part of the adult educator. No single approach is likely to prove wholly adequate on a continuing basis. Of the things to do, some may be done continuously, some temporarily, and some perhaps not at all, depending on the particular community.

The following five activities are some of the ways open to the adult and continuing education manager for involving the community in the identification of adult and continuing education needs and program resources.

Cultivate a Personal Acquaintance with Key Community Leaders

The identification of key individuals or *power actors* is an important step for the educator. According to Powers, "power actors with the most power have that power primarily because of their influence, *not* their positions of authority . . . are aware of their position and . . . keep it . . . through supporting or opposing projects." (Powers, 1971 p. 10). The advocacy of adult and continuing education programs by these community power figures is essential to the success of these projects.

These key individuals, who have extensive knowledge about the community and who are broadly recognized for their interest and influence in community improvement, can be helpful in a number of ways. Each of them is potentially a valuable source of personal advice and guidance for the adult educator, and each can serve as an individual on whom he or she can test ideas and interpretations.

When the adult educator has established good personal relationships with enough individuals who represent a cross-section of community interests, he or she may wish to arrange periodic meetings with them as a group and engage them in group discussion of specific questions relating to community problems and adult and continuing education needs. The topics discussed may be ones which the adult educator poses, or may be solicited from the group, i.e., their assessment of community problems which imply the need for adult and continuing education activities. Such discussions may well generate ideas and project proposals which will energize these community leaders individually or collectively toward more active participation in projects designed to discover, clarify, or accommodate community needs in adult and continuing education. Moreover, such individuals, by virtue of their broad contacts, organizational involvements and influence in the community, can increase the visibility and public awareness of the adult and continuing education program, its purposes, activities and plans.

Establish an Identity With and Utilize Existing Community Organizations and Groups

Within every community there exists a variety of formal organizations and informal groups which provide an excellent basis for the cooperative involvement of the community in the identification of educational needs. With respect to formal organizations, American community life is characterized by a great number and variety of clubs, organizations, leagues, associations, and societies into which people have formally organized themselves to pursue their common interests.

The adult educator must have an awareness of the impact of such groups on community life. He or she must recognize that a knowledge of their leadership, basic composition, primary interest, and pattern of operation is essential to an effective working relationship with them. Their cooperation and organizational support can be of inestimable value to the development and operation of an adult and continuing education program. The question is, how best to enlist their cooperation and help?

Such organizations normally operate in areas of their own primary interest and concern, and they are not overtly seeking to help other community organizations or agencies with their programs unless by such cooperation and help their own organization can achieve its purposes. This is the opening the adult educator needs. Virtually every organization sponsors, at some time or other, educational programs and activities for their constituents or for the community at large. By making available knowledge of program planning and skills in working with adult groups, the adult educator can enhance the effectiveness and educational value of their activities. In return for such functional service, the adult educator will be more likely to receive the support and assistance of the organization when needed.

Public service and professional organizations are mandated to offer upgrading and skills training in the areas of management, organization, human relations, financing, public relations, and so on. Certification, recertification and credentialing in all sorts of areas are coming to the fore. The adult educator can provide these services for such agencies as Community Action Programs (CAP), Comprehensive Employment Training (CETA), Work Incentive (WIN), health occupations, (doctors, nurses, pharmacists) lawyers, accountants, museum and library workers, unions, and public employees. Each group has a specific need and sometime a general need which can be effectively meshed by the adult educator. Human relations or time management for example are needed by workers of every agency at any level.

Informal or "autonomous" groups also very important. They exist in every community, but they are seldom identifiable publicly. An example is a business group which meets informally for coffee every morning. It is generally recognized that such groups exert a substantial influence on public opinion, community attitudes, and programs. Because the power structure of the community may be embodied in such groups, they often outweigh in influence the formal organizations and even the communications media of the community (Rogers, 1947, p. 177).

Autonomous groups are characterized by spontaneous origin, lack of a formalized structure, informality of activity, and membership loyalty to the group. They are brought into being by such factors as (1) proximity of residence, of work, or of worship of members; (2) special circumstances within an area or proximity which furthers personal association; (3) security found in the company of others; and (4) personality attraction among individuals (Doddy, 1952, p. 32). An informal group itself seldom associates openly with other groups. However, it may support other community activities along with organized groups.

No clear-cut method can be suggested which will be consistently effective in identifying or involving informal autonomous groups in organized community activity. Their very nature makes this difficult, yet their known influence and the communication network they maintain in the community make them potentially very helpful to the adult educator. Knowing this, the adult and continuing education manager may find that the best approach to reaching and involving such groups is to identify their leaders, try to interest them and capitalize on their influence to involve the group as a whole.

Form Citizen Advisory Committees Around Program Content Areas of Potential Need

Citizen advisory committees can be the eyes and the ears of the adult and continuing education manager and his or her program. Advisory committees represent one of the very best means of involving lay persons in the determination of educational needs and the planning of successful adult and continuing education programs. Such committees can render valuable service not only in identifying educational needs, but also in making the adult and continuing education program known to the community once it is in operation. They provide the people of the community a means through which they can participate actively in community affairs and help guide local educational policy.

The membership of an advisory committee is usually small, averaging six or ten members who represent a particular business, industrial, social, or economic group within the community. Members are carefully chosen on the basis of their occupational or professional competence and on the extent to which they are accepted and respected by their colleagues and fellow workers in the community.

By virtue of their specialized knowledge in the personal, occupational or professional areas they represent, advisory committee members are in a position to readily recognize and evaluate evidences of need for adult and continuing education programs in these areas. They have an enlightened self-interest in studying the needs in their areas, and they have the contacts and the capabilities to enable them to conduct surveys and studies with a minimum of effort. When properly chosen on the basis of their status as qualified, knowledgeable and respected members of occupational and professional groups within the community, advisory committee members are able to speak for these groups in the planning and development of adult and continuing education programs.

Affiliate with Community Organizations and Groups that Function in Areas of Personal and Professional Interest

The adult and continuing education manager should become a part of the community. One way of doing this is to become a member of those reputable community organizations which relate to the educator's own personal, social and professional interests. Through such affiliations, the manager may extend his or her personal acquaintanceships in the community, gain greater acceptance and recognition for the program, realize greater opportunities for continued professional growth, increase service to the community, and achieve the personal satisfactions that come from activities and associations relating to special interest. It is also well to remember that being an accepted and valued member of a group, the manager will probably be able to involve the group more readily and actively in the study of community problems and needs, and also secure the services of individual members of the group as professional resources for the adult and continuing education program.

Work With the Community Council or Other Agencies Designated to Provide Overall Coordination of Effort Among Agencies Concerned with Adult and Continuing Education or Community Development

In some of the larger, more complex communities, an adult and continuing education council exists to coordinate the efforts of numerous community organizations, agencies and institutions engaged in adult and continuing education. Where they are able to function effectively, such councils provide a means of reducing duplication of effort and discovering untouched areas of need. They usually consist of professional representatives from the various community institutions, organizations, and agencies, both public and private, engaged in adult and continuing education. Where such a council is in operation, the adult and continuing education manager will probably find it worthwhile to affiliate and work with it. The council can be an important means of identifying unmet needs and for interpreting the program to the community. If such a council is not a fact, it would behoove the manager to make the formation of a council a priority activity.

In some communities the coordinating function is vested in a community council, sometimes called a community development council. This type of organization is broader in scope than the adult and continuing education council in that it is concerned with the coordination of overall community development. In many instances, the functions of adult and continuing education councils have been surrendered to overall community councils.

This type of council seeks to enrich and improve community life by strengthening the services and coordinating the efforts of existing community agencies. It also studies the changes occurring in the community which may create the need for additional services. Such councils, composed as they are of cross-sectional representation of the community, can be the means by which the manager becomes a leader in the total community structure and fit the adult and continuing education program to an overall program of community development. Such councils are also organizations which by reason of their very nature and purpose, can easily be involved in an organized study of the adult and continuing education needs in the community.

These five activities are some of the more widely used, time-tested methods of involving the community in the processes of need identification, resource utilization, and program planning in adult and continuing education. There are other approaches, to be sure. An outside professional organization might be hired to come in and study the needs of the community providing an overall study which includes adult and continuing education needs. It remains the task of professional adult educators to study their own particular community and decide how best to be involved in identifying needs in adult and continuing education.

SOME EXAMPLES OF INTER-ORGANIZATIONAL COORDINATION AND COOPERATION

Heretofore in this chapter, reference has frequently been made to the value of coordination and cooperation among organizations in adult and continuing education programs and services. For a novice adult educator, or for one reconsidering services offered, a review of some types of inter-organizational procedures is offered here.

Credit for a variety of nonformal, classroom educational experiences may be granted. Such credit is sought as a method of upgrading the adult on the job, providing the means to further educational opportunities, or as recognition of previous experience which may lead to some future gain.

Recognition of the credit by another agency is in itself a cooperative move. Setting standards for credit is a fine place for combined efforts of organizations. Joint promotions, such as newspaper inserts and radio or TV presentations are frequently offered in cooperation with public or private educational institutions to provide certificates or recertification in learning skills. These programs can bring courses to wider audiences at different times. A union, public service agency, or professional group may need the credit such a program offers. The adult and continuing education manager serves as the coordinator to get the group, program, educational institution and credit together and accounted.

Experential credit or validation is being analyzed and counted on a model being implemented by the Commission on Educational Credit of the American Council on Education (CAEL).

Credit by examination such as the GED or CLEP tests are being given and accepted among educational institutions. Joint verification, coordination, and record-keeping are a concern of the adult learner as well as knowledge of the places giving or acknowledging such credit.

A consortium or similar cooperative arrangement among institutions to share expertise and facilities can be a real advantage to the adult learner. In Nebraska a community college, four year state college, and the University of Nebraska have organized to insure that learning experiences are available at every level. If one level cannot provide the service, the next one does. Another example is of a state university, a private four year college, and a local social agency offering the necessary arrangements for a masters program.

A variety of possibilities for innovative and unusual types of programs abound. De Paul University created an upper division undergraduate college which features "a competency based program, contract learning, individualized curriculum and credit for out-of-class learning" (Hamilton, 1976, p. 166). A consortium has been formed in Chicago among nine colleges to provide open learning opportunities which emphasize utilizing public libraries and museums. Mundelein College has established a "Weekend College in Residence" for working adults. External degree programs and liberal studies programs have been initiated on various campuses. In all cases, innovative programs and cooperative arrangements with other institutions make them possible.

Planning together to extend educational opportunities to unserved regions and for unmet needs is the key. Institutions or organizations can share facilities, purchase faculty time and design joint degree programs. New programs can be implemented through shared cost, short term housing, a redefinition of service areas, the inclusion of other institutions in planning, and a careful redeployment of program content and network delivery resources. Questions to ask are:

- Which organization should assume leadership in program development?
- What needs are to be met?
- How will cooperation be facilitated?
- Who will pay what?

A caution needs to be added: many educators and educational institutions tend to ignore relevant community organizations which could provide students, programs and sources of support. Education is not confined to schools nor potential interest to educational agencies. Since businesses, unions, museums, libraries, and the like are actively engaged in adult and continuing educational services, it behooves adult educators to seek cooperative arrangements to legitimize and record such educational experiences.

SUMMARY: WHERE TO LOOK—WHAT TO STUDY

It was said earlier that educational needs exist on several levels—individual, group and community. Needs grow out of the problems encountered, the goals established, and the responsibilities assumed by individuals, organizations, and groups. Adults as individuals have educational needs relating to their personal aspirations, and they have needs associated with their roles and responsibilities as parents, citizens, workers and consumers. The adult and continuing education manager, therefore, is concerned not only with how to study the community, but also what to study and where to look in the community for evidence of these various levels and types of educational needs. The manager wants to be sure that both individual and group needs are studied and that no areas of real need are overlooked in the process.

In building a personal acquaintanceship with the community, the adult educator will be concerned with studying those aspects and characteristics of community life which carry insightful meaning for the kinds of intelligent managerial decisions to be made in planning and operating the program and in working with community groups. There are many factors operative in the dynamics of community structure which are important to the manager's understanding of the community. The following are generally regarded as perhaps the most essential:

- *Population Characteristics*—age, racial and ethnic composition, population trends, and various vital statistics
- *Institutional Structure*—agencies, institutions, organizations and groups—their relationships, memberships, activities, interests and functions
- *Value System*—the folkways, mores, historical traditions, the things people hold dear
- *Social Stratification*—the various social classes identifiable in the community
- *Economic Base*—supporting industry and business, how the people make their living
- *Power Structure*—the real leaders, as distinguished from apparent leaders
- *Ecological Patterning*—land use, zoning and physical planning.

Once the personal knowledge of the community has progressed substantially along these various lines, the manager will be in better position to design and organize a comprehensive study involving other individuals and groups in the community.

A number of general guides of community study have been published and may be of considerable value to the adult educator in organizing citizen-group studies of the community. These guides vary as to the relative emphasis given to specific elements of community life, and they are not wholly in agreement as to all aspects of the community that should be included in such a study. There are, however, four major elements considered to be essential, and these may well serve as a beginning frame of reference for organizing a systematic study of the community for purposes of adult and continuing education program planning and community development.

The four elements are:

- The historical background and physical setting of the community,
- Population characteristics,

- Economic structure, and
- The functional operations of the community, its interactions and organizations. (Hand, 1968, for a more extensive treatment).

As one focuses on each of the segments of community life which constitute potential sources of educational need, the adult and continuing education manager must decide whether an existing organization or group in the community can be utilized for studying needs in a particular area, or whether a special citizen advisory group should be formed. A comprehensive study in which maximum community involvement is achieved may well include a variety of sizes and types of groups working cooperatively and concurrently on specific aspects of each of the major elements of community study listed above. Some will be conducting formal surveys and compiling information, while others will be analyzing particular problems and potential solutions. Some will be analyzing business or industrial surveys, while others will be studying the census report on the community population characteristics. Some will be studying problems of government such as crime, delinquency, health, and housing, while others will be investigating personnel needs of business or industry.

The adult and continuing education manager should be involved sufficiently with each group to maintain a proper identity with it and be reasonably informed at all times as to its status and progress, yet remain sufficiently detached from all groups so as to be able to coordinate the total effort and be available when needed as a consultant to any particular group. Some will be looking for ways to expedite further cooperation or initiate better coordination. When the facts are in and analyzed, when alternative plans or solutions are considered and choices are made, recommendations should be forthcoming from each group regarding programs and projects.

Guiding Principles

As the adult educator goes about the job of involving the community and working with citizen groups in a study of educational needs, regardless of the extent to which special committees are formed for this purpose or if one works with and through existing organizations and groups, certain principles of operation should be kept in mind.

The methodology employed in adult and continuing education must be consistent with the principles governing a democratically conceived adult society. Projects undertaken with citizen groups usually succeed in proportion to the extent that they are democratically planned and carried out.

The values which guide the development of the adult and continuing education program must be consistent with the enlightened values represented in the community.

The growth of the person, or persons, in the skills of democratic participation may well be more important than the activities by which they grow.

Programs initiated should grow out of bona fide needs. When needs are not clearly defined, they should be tested for validity before initiating programs designed to accommodate them.

A citizen advisory committee or study group should be formed only after the need for it is established and its task is clearly defined. Once such a committee is formed, it should be continued only so long as it is needed or the adult and continuing education manager is prepared to work cooperatively with it.

In the final analysis, the adult and continuing education manager's usefulness to the community will be in direct proportion to the extent that the educator is able to get the citizenry actively, democratically, and cooperatively involved in meaningful and socially useful programs, the need for which they have helped discover and the content of which they have helped to plan. This is a great challenge for any adult educator, but when properly done, the reward can be even greater than the challenge.

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Chapter 6

Learners, Agencies, and Program Development in Adult and Continuing Education

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The audience for whom this chapter is intended has been described as follows:

> . . . those who take part in any educational activity tend to occupy one of two major roles—the educator or the learner. The first role is a broad one and includes professional program planners, curriculum specialists, administrators, and supervisors, as well as those who are. . . the people who directly assist learners to achieve their objectives (Houle, 1972, p. 155).

In addressing this audience, we propose to begin with two inter-related observations about the field of adult and continuing education, and then proceed to examine the following important considerations that affect program development: the characteristics of adult learners and the implications for programs, the functions of adult and continuing education, characteristics of adult and continuing education agencies, and, finally, the planning and evaluation of the instructional aspects of adult and continuing education programs.

The first observation relates to the concepts of "adult education" and "continuing education," which are susceptible to several interpretations. These include the relationship between teacher and learner, an emerging profession, a field of knowledge, a movement, and the work

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of institutions. For the purposes of this paper, the concepts will be interpreted in institutional terms, as follows:

> Adult education covers virtually all areas in which more knowledge and skills are needed to assume adult roles in today's world. . .[It] includes *all* forms of education for adults, whether it be vocational, remedial, recreational, liberal, technical, professional, religious, or family life education (London and Wenkert, 1976, p. 239).

The second observation relates to the theory of the marginality of adult and continuing education. According to that theory, adult and continuing education commands "too little money, too few facilities, and too tenuous a hold on its clientele to gain support for its aims and recognition for its professional personnel" (Clark, 1958, p. 1). However, this marginality has one positive aspect: because administrators operate on an enrollment economy, they must sell programs as well as design them. The independence that marks this entrepreneurial role enables them to plan freely to meet the needs of particular clienteles. In such flexibility, some believe, lies the strength of the adult and continuing education enterprise.

CHARACTERISTICS OF ADULT LEARNERS

As background for discussion of the characteristics of adult learners, it seems useful to provide some statistics that will shed light on the size of this learning force. Oakes (1971) reported that in the year ending in May, 1969, it was estimated that 13,150,000 persons participated in some form of adult and continuing education. They enrolled in courses offered through public or private schools, college or university part-time programs, job training, correspondence courses, community organizations, private instruction, and other institutions. In the particular area of adult basic education, nearly 4 million adults were enrolled between 1970 and 1974, according to the National Advisory Council on Adult Education (1974).

Some estimates of enrollment in adult and continuing education programs were developed by Moses (1970) and projected into the mid-1970's. In distinguishing between the so-called "core" of formal education and the "periphery" of adult education, Moses defined the core in terms of the usual chronology of educational levels, beginning with pre-primary or kindergarten education, proceeding through elementary, secondary and undergraduate education, and concluding with graduate education. However, his categories, shown below, of the periphery are incomplete, because they omit the part-time credit and non-credit offerings of university and college extension departments, community and junior college programs in adult and continuing education, and public school adult and continuing education.

- *Organizational:* educational programs, including those not directly job-related, that are conducted by business, government, and military organizations to upgrade the capabilities of their employees. Programs of this sort might involve participation in formal job training sessions, in classroom instruction provided by the employer during working hours, or in programs undertaken outside the organization, but sponsored by the employer.
- *Proprietary:* educational programs sponsored by private training schools that are not part of the regular educational establishment and that typically operate their job-related training programs for profit.
- *Anti-poverty:* educational programs directed toward the nation's poor and unemployed, those who have not benefited from traditional programs of formal education and have generally been excluded from successful achievement on the job and from related social, educational and cultural benefits.
- *Correspondence:* educational programs for individuals who do not have access to formal, institution-based programs of study, but who want to participate on an individual basis in a program of instruction that might or might not lead to a certificate or some form of credit.
- *Television:* educational programs that use television as a medium for involving large numbers of adult learners, that present instruction in a systematic manner, and that provide for formal contact between learners and the program's instructional staff.
- *Other:* educational programs that are culturally oriented rather than job related and that are sponsored on a non-profit basis for the public by a variety of organizations, including libraries, museums, health organizations, national associations, and business concerns, but excluding religious groups.

Based on these definitions, Table 1 combines Moses' (1970) and London and Wenkert's (1974) comparative number of participants in the core of formal educational programs and in its periphery of adult and continuing education programs. It is noteworthy that several interesting shifts have occurred during the past forty years. First, participation in the nation's total educational enterprise has increased dramatically, more than tripling from 47 million learners in 1940 to nearly 150 million in 1976. Second, participation in the periphery of adult and continuing education has contributed greatly to this increase in the past forty years, the largest increase occurring during the past two decades. It now exceeds participation in the core programs.

Table 1
Estimated Number of Participants in Educational Programs in the United States: 1940–1976

Domains of Educational Programs		Estimated Number of Participants (in millions) in 1940	1950	1960	1970	1976
In the core of Formal Educational Programs						
Preprimary education		7	1.3	2.7	4.4	5.5
Elementary school education		20.5	21.0	29.1	32.3	30.0
Secondary school education		7.1	6.5	13.0	19.8	22.1
Undergraduate education		1.4	2.4	3.2	6.5	8.3
Graduate education		1	2	4	8	1.1
	Sub-total	29.8	31.4	48.4	63.8	67.0
On the periphery of Adult Education Programs						
Organizational educational programs		8.2	10.2	13.0	21.7	27.4
Proprietary educational programs		2.5	3.5	4.0	9.6	18.1
Anti-proverty educational programs		–	–	–	5.1	7.0
Correspondence educational programs		2.7	3.4	4.5	5.7	6.7
Television educational programs		–	–	–	7.5	10.0
Other adult education programs		3.9	4.8	6.8	10.7	13.2
	Sub-total	17.3	21.9	28.3	60.3	82.4
Total for All Programs in the core and on the periphery		47.1	53.3	76.7	124.1	149.4
Ratio of Programs in the core to Programs on the periphery		1.7/1	1.4/1	1.7/1	1.1/1	8/1

Adapted from (1) Stanley Moses, *The Learning Force: A More Comprehensive Framework for Educational Policy*, Occasional Paper Number 25 (Syracuse: Syracuse University Publications in Continuing Education, 1971), pp. 7 and 19; and (2) Jack London and Robert Wenkert, "Adult Education: Definition, Description, and Analysis," in *American Education: A Sociological Perspective*, ed. David W. Swift (Boston: Houghton Mifflin, 1974), p. 17.

What can be said about the nature of this large and growing body of adult learners? We believe that it is important to identify some of their characteristics, because these impinge on the design and conduct of adult and continuing education programs and on the competencies required of adult educators, whether administrators, counselors, or teachers. For example, the levels of educational achievement of adults vary greatly. Many adults are enrolled in remedial educational programs that focus on deficiencies in language competence, basic skills, and vocational training; whereas others already possess considerable formal education and have embarked on further education for purposes of job advancement, career development, pursuit of avocational interest, or simply fulfillment of an innate love of learning. Researchers who conducted, in the early 1960's, what proported to be one of the most thorough and systematic studies ever conducted in adult and continuing education found that the median years of formal schooling for adults was 11.5 (Johnstone and Rivera, 1965, p. 14).

Although adult learners range in age from the low and mid-twenties to the mid and upper sixties, the relatively young, less than 40 years, are usually over-represented in adult education programs, and the relatively old, more than 50 years, are under-represented. The median age is in the mid-twenties. In 1969, about three-quarters of participants in adult and continuing education programs were less than 45 years of age (Oakes, 1971, p. 14). London and Wenkert (1976, p. 250) suggest that "the closer one is to the age at which one's formal education terminates, the greater the likelihood of participation in adult education activities," and that "adult education programs may function as a kind of 'half-way house' or linkage between the knowledge and skills attained during one's formal education and the knowledge and skills most useful for full participation in societal affairs."

Closely related to age and educational levels are the occupation and economic status of adult learners. In the comprehensive study of adult and continuing education alluded to above, researchers found that participation in such programs was twice as high among white-collar professionals as it was among blue-collar workers, and that participation tended to increase as family income levels increased (Johnstone and Rivera, 1965, p. 97). Moreover, it was found that, in the mid-1960's, an extremely close relationship existed among all three factors—education, occupation, and income—and the likelihood that an individual would participate in adult education activities:

> ...a person who had been to college, who worked in a white-collar occupation, and who made more than $7000 a year was about six times more likely to have been engaged in learning pursuits during the previous year than a person who had never gone beyond grade school, who worked in a blue-collar occupation, and whose family income was less than $4000 a year (Johnstone and Rivera, 1965, p. 7).

As Kimmel confirmed, this relationship has not changed substantially:

> One out of twenty-five adults who did not graduate from high school seek further education; for those who graduate from high school, the proportion is three out of twenty-five; for those with some post-secondary education, the proportion rises to five out of twenty-five; and for college graduates, it peaks at eight out of twenty-five (Kimmel, 1976, p. 4).

It is ironic that those adults who are most advantaged in terms of educational background, occupational status, and family income are more likely to participate in adult and continuing education programs than are less advantaged adults who have the most to gain from such programs. Many reasons for this state of affairs have been advanced in the literature of adult and continuing education, ranging from the failure of programs to create positive public relations and effective community networks with the less advantaged to the unthinking acceptance by adult educators of a variety of myths about the abilities, interests, and anxieties of adults who have experienced little educational or economic success. Regardless of the reasons, the failure of adult and continuing education to involve more of those who have the most to gain widens the gap between adults who have "made it" and those who have not.

In addition to these demographic characteristics of age, educational background, and economic status, other significant characteristics of adults impinge on both the design and conduct of adult and continuing education programs and on the competencies required of adult educators. For example, adults usually bring to an instructional setting considerably more life experience, both vocational and avocational, than do non-adults. As Knowles (1970) suggests, that rich background, acquired through fulfilling a variety of roles (employee, spouse, parent, citizen, church member, etc.) endows adult learners with wider, yet more subtle perspectives than those attained by non-adult learners. Of particular value to adult learners are the interpersonal skills and insights gained from experience in the world of work. Such capacities assist them greatly in putting ideas into action and transforming theory into practice. On the other hand, it must be said that adults are sometimes dogmatic, overly persistent in their beliefs and attitudes, and resistant to change.

In addition to the sociological phenomena recorded above, certain physiological and psychological phenomena affecting adults are likely to influence the success of an adult and continuing education program. For example, as they age, many adults experience deterioration of sight and hearing, loss of energy and strength, decline of memory, and lengthening of reaction time—all of which must be carefully considered when designing or implementing specific learning activities. However, the intelligence and ability of adults to learn is not necessarily affected by age. Ample evidence exists to show that whereas memory and speed of performance time might decline as a result of the aging process, intelligence does not change significantly (Lorge, 1963). It might, in fact, expand well into the sixties and beyond (McClusky, 1976). As for psychological phenomena, adults often entertain poor concepts of themselves as learners. Frequently their anxieties derive from their long absence from formal educational settings or from their experience of failure in their early schooling (Kidd, 1973). In either case, adults sometimes associate learning with the tyranny of tests, punishments, domineering teachers, and unsympathetic administrators.

Yet, adults are typically more highly motivated than are non-adults, and are more likely to have clear-cut priorities, that is, to know with some certainty the things that are important in their lives and the order of importance—the careers they want to pursue, the knowledge, skills, attitudes, and values they wish to develop, the kinds of person they aspire to become, and the relationships they hope to build with others. Another typical situation arises from the role-related obligations of adults—they can usually devote only limited time to their educational endeavors. Time is a precious commodity and when they decide to engage in further study they take that commitment seriously. This high motivation often impels adults to take an active and dedicated part in their learning, and to make whatever sacrifices become necessary as they set goals and strive to reach them. To paraphrase Tough's description of the self-directed lifelong learner, he or she becomes highly competent in deciding what to learn, in planning and arranging for that learning, in diagnosing and solving problems that might arise, and in seeking help when necessary (Tough, 1971, p. 170).

IMPLICATIONS FOR ADULT AND CONTINUING EDUCATION PROGRAMS, CURRICULUM DEVELOPMENT, AND STAFF

In every educational setting, an inevitable tension persists among three sets of needs: those felt by the learner, those defined by professional educators, and those derived from institutional and societal expectations. Occasionally these various sets of needs are congruent. More often, no perfect match can be made among them. Sometimes they conflict. In educational settings that involve adults, the first set is particularly important, as Lindeman implied more than fifty years ago:

> . . .in conventional education the student is required to adjust himself to an established curriculum; in adult education, the curriculum is built around the student's needs and interests. Every adult person finds himself in specific situations with respect to his work, his recreation, his family life, his community-life, et cetera—situations which call for adjustments. Adult education begins at this point (Lindeman, 1926, p. 6).

Certain efforts have been made in the recent literature of adult and continuing education to distinguish between curriculum design and program planning, and to identify different types of adult and continuing education and different modes of curriculum construction. These efforts represent an attempt to clarify the source and locus of responsibility for adult and continuing education programs, particularly in light of the special characteristics, needs, and desires of adult learners. *Curriculum design* is generally considered to be external to learners, carried out by institutionally selected professionals and resource persons, and focused on some specific area of knowledge or set of skills, attitudes, or values deemed important to learners. By contrast, *program planning* is a process by which adult educators, often in collaboration with learners, design programs that concentrate on helping learners to solve certain problems. Curriculum design typically culminates in credit course offerings that focus on clearly defined subject matter. Program planning typically culminates in non-credit activities that focus on highly individualized problems and needs. A major advantage of curriculum design is that it produces a systematic, organized sequence of learning objectives and activities that are reasonably clear to both teacher and learner, sometimes competency-based and usually amenable to assessment. A major advantage of program planning is that it is tailored as much as possible to the life experiences and immediate needs of learners, thereby aiming at relevance and stimulating motivation. Essential to this distinction between curriculum design and program planning in adult and continuing education is the question of what drives or stimulates the educational activity—the desire to communicate some particular subject matter or the desire to identify and meet the specific learning needs of an individual or a group. In focusing on this question, Farmer describes three types of adult education. The first is most compatible with the concept of curriculum design; the second and third are most compatible with the concept of program planning:

- *Content-Centered Adult Education:* This type of adult education is provided primarily to teach knowledge, attitudes, or skills. The educational process starts with what is to be taught and who is to teach it. Then, learners are sought who are willing to learn that type of information.
- *Learner-Centered Adult Education:* In this type of adult education, attention is paid primarily to assisting adults in learning what it is they wish to learn, usually with the teacher acting as a facilitator who helps as a co-investigator or as one who makes possible self-directed learning. The learner typically seeks to learn particular knowledge, attitudes, or skills which will help in solving problems important to himself and, hopefully, in solving similar problems on his own.
- *Problem-Centered Adult Education:* This type of adult education primarily focuses on problems that require some form of learning, in

> order for the problems addressed to be solved. This approach starts with the real and pressing problem and asks: "What is it in the solving of this problem to which the education of adults can contribute through the learning of knowledge, attitudes, or skills?" Then the question is asked: "Which adults need to be and can be involved in educational experiences which can lead or contribute to the solution of the problem addressed?" (Farmer, 1974, p. 43).

Content-centered education is exemplified by an apprenticeship program that includes training in specific occupational skills, by a one-semester course on adult basic education, or by a two-year program in English as a second language. By contrast, learner-centered education is exemplified by a studio-based program of art instruction, by a specially designed series of counseling sessions on career education for recently unemployed engineers, or by a learning exchange program that permits individuals who have particular educational needs to contact, on a one-to-one basis, others who can meet those needs. Problem-centered education is illustrated by a metrics program designed by a community college for a group of mechanics who expressed a need for it, or a program designed to prepare people for retirement. The distinguishing feature of these three approaches to adult and continuing education is the stimulus, or driving force, that motivates them, whether it be communicating specific content, meeting individual learner needs, or solving particular problems. However, this difference is one of emphasis, for every curriculum and program involves all three variables: substantive *content* addressed to particular *learner needs* within the context of some *problem*.

The process of designing, implementing, and evaluating instructional activities has been examined by Blaney (1974), who identifies three modes of curriculum formulation relevant to adult and continuing education. As displayed in Figure 1, he begins by enumerating eight "program variables" applicable to all curriculum development: authority, objectives, methods and techniques, role of professional teacher, role of learner, evaluation, technology. He then emphasizes conditions for learning and describes how the eight variables are treated in each of three different "modes of curriculum formulation." In the "institutional mode," the adult educator assumes primary responsibility for the teaching-learning process and plays the multiple roles of planner, manager, diagnostician, motivator, and evaluator—thereby making the adult learner entirely dependent on the objectives, instructional activities, and evaluative criteria established by the educator. In terms of the earlier paradigms, the institutional mode epitomizes curriculum design and leads inevitably to content-centered adult and continuing education.

By contrast, in the "individual mode," the adult learner assumes virtually complete responsibility for his or her educational experiences, and the adult educator becomes involved only upon request of the learner. Because of the learner's independence, any program planning that occurs will be completely learner-centered and learner-directed. The "shared-membership mode" of curriculum formulation is a middle-ground position. It assumes collaboration and consensus between learner and educator as, interdependently, they define instructional objectives, design appropriate activities, implement them, and evaluate the results. In effect, this shared-membership mode embraces cooperative program planning which, in adult and continuing education, is either learner-centered (if it focuses primarily on clearly defined learner needs) or problem-centered (if it focuses on some external need). By way of summary, Figure 2 presents the most predictable flow from modes of curriculum formulation to types of adult and continuing education.

Figure 1
Three Modes of Curriculum Formulation Relevant to Adult Education

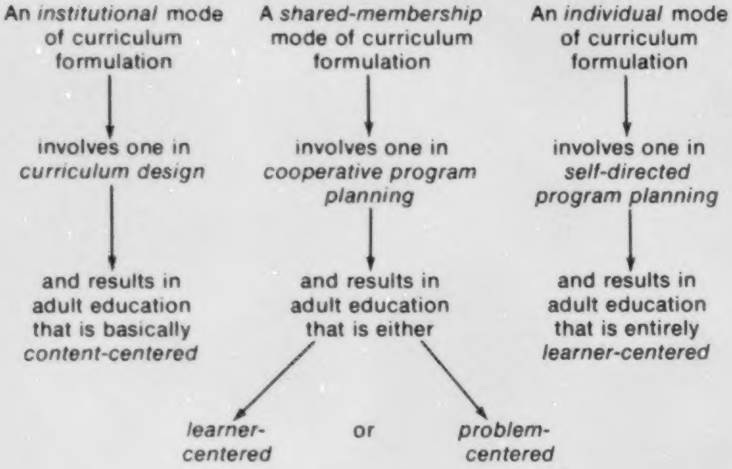
Program Variables	"Institutional Mode"	"Shared Membership Mode"	"Individual Mode"
Authority	Largely external to learners; assumed and exercised by the institutions.	Granted to and exercised cooperatively by learners and teacher(s).	Granted to and exercised by the individual.
Objectives	Explicated prior to the instructional situation; provide basis for planning and evaluation. May be revised by teacher. Consonant with controlling agency aims.	May never be explicit; often evolved during learning situation and have to be inferred from group activities. When explicit, more often refer to desired process than outcomes.	May never be explicit but usually can be inferred from individual activity. May take the form of a problem or project.

Figure 1 (continued)

Program Variables	"Institutional Mode"	"Shared Membership Mode"	"Individual Mode"
Methods and Techniques	Science-based and variable; chosen in terms of assumed or demonstrated effectiveness in achieving objectives.	Group-centered and process oriented. Variable and not overtly systematic.	Individual centered. Variable and not overtly systematic.
Role of Professional Teacher	Instructional planner and/or manager; diagnostician, motivator, and evaluator. Specialists may assume some instructional tasks.	As jointly determined by group members; generally as a resource person/facilitator-member.	Learner assumes most teacher tasks, though may consult specialists as required. Professional useful as model, supporter, and consultant.
Role of Learner	Dependent role regarding objectives and evaluation. To achieve prescribed objectives.	Interdependent. As a member who helps select ends, means, and evaluation procedures. To maintain integrity of group.	Independent. Assumes all ends and means decisions. Responsible for own learning.
Technology	Use of "hard" and "soft" instructional technology in planning and actual instruction.	Mainly application of group process theory; as determined by group.	May be selected or constructed by individual for own needs.
Emphasized Conditions for Learning	Clear objectives and student knowledge of these; relevant practice; feedback; motivation; effective organization of learning opportunities.	Positive and accepting group "climate." Full membership of learners.	Freedom to explore and take risks. Access to resources, consultants, and human models.

Jack Blaney, "Program Development and Curricular Authority," in Jack Blaney, Ian Housego, and Gordon McIntosh, *A Monograph on Program Development in Education* (Vancouver: The Faculty of Education and Centre for Continuing Education, University of British Columbia, 1974), pp. 20–21.

Figure 2
From Modes of Curriculum Formulation to Types of Adult Education


An *institutional* mode of curriculum formulation
involves one in *curriculum design*
and results in adult education that is basically *content-centered*
A *shared-membership* mode of curriculum formulation
involves one in *cooperative program planning*
and results in adult education that is either
learner-centered
or
problem-centered
An *individual* mode of curriculum formulation
involves one in *self-directed program planning*
and results in adult education that is entirely *learner-centered*

Given the desire of many adults to exercise some control over their lives, teachers and managers of adult and continuing education programs face a ubiquitous dilemma between "giving them what they want" and "giving them what they need." In articulating this dilemma, London and Wenkert suggest that it could be resolved if adult learners and adult educators worked together to define instructional objectives and design activities on a shared-membership mode of curriculum formulation:

> While giving adults what they want, or what they express as their wants, should always be a first principle of programming in adult education, practitioners also have an obligation to extend the horizons of participants, helping them to become more aware of what they need, and interesting them in the critical problems in our society. Learning how to think critically and gaining a greater understanding of the social, economic, and political forces that influence their lives must be a part of any adult education programming. In this area there should be a creative interplay between adult educator and participant, so that each learns from the other. While the initial motive for attending an adult education program may be to fill an immediate need, such as the attainment of some vocational skill, adult teachers and administrators have a responsibility to broaden the concerns of participants so as to encourage a deeper com-

> mitment to liberalizing educational experiences. One has a responsibility to participate to give them what they want, but one also has a responsibility to individuals and the society to help them get what they need to fully realize their potential (London and Wenkert, 1976, pp. 261–262).

The foregoing discussion implies that the competencies required of adult educators are considerable. Not only must they have a firm grasp of subject matter and of the principles of human learning and development; they must also understand diverse physiological, psychological, and sociological characteristics of the adults with whom they work. They need to be sensitive, for example, to the negative feelings that adults might experience when required to use school facilities that were designed for younger persons or for educational purposes that are no longer relevant. Other problems of discomfort relate to inadequate lighting, insufficient heat, and inconvenient class schedules. Perhaps most important, adult educators need to be sensitive to the kind of social climate they create in the classroom through their interaction with adult learners. It is most desirable to foster a sense of mutual respect and trust, in which learners will feel encouraged to explore ideas freely and to fulfill their own unique potential as human beings.

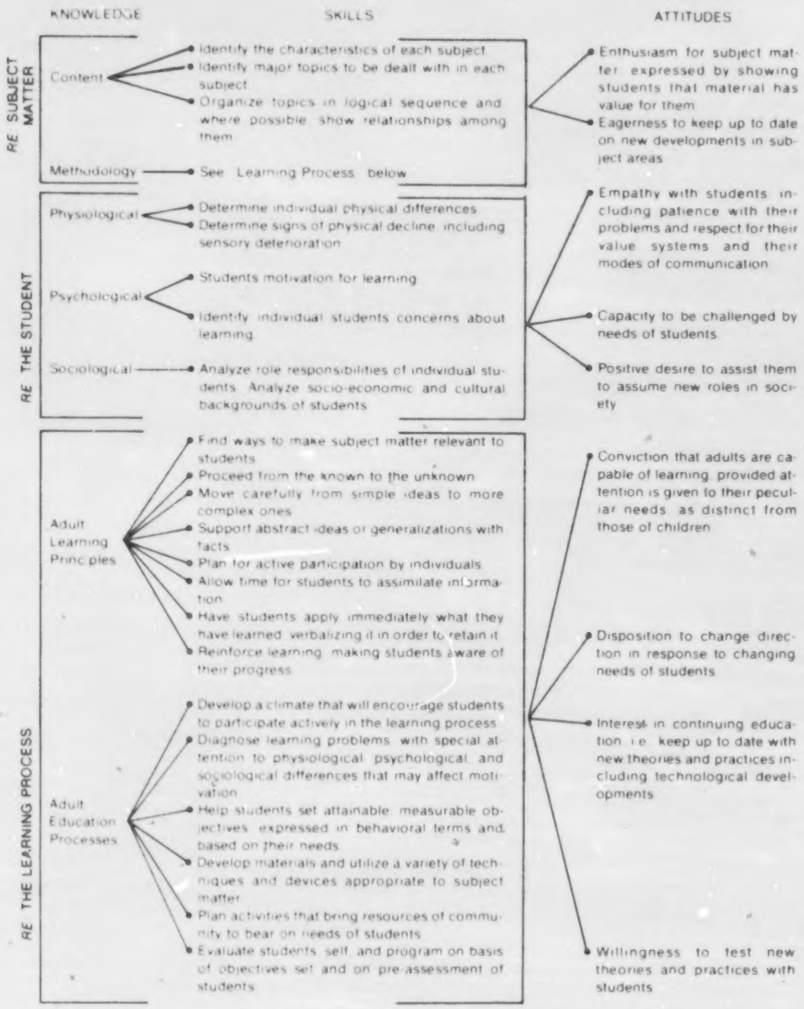
Some specific competencies which adult educators require for dealing with adult learners appear in Figure 3. It describes knowledge, skills, and attitudes that adult educators need to develop with respect to (1) subject matter (2) the physiological, psychological, and sociological characteristics of adults, and (3) basic learning principles and processes.

FUNCTIONS OF ADULT EDUCATION AND CHARACTERISTICS OF ADULT AND CONTINUING EDUCATION AGENCIES

As suggested in the previous two sections of this chapter, the programs and curricula adapted by any organization involved in adult and continuing education should take their cues from the needs of the client group. Given the diverse characteristics of adult learners, these needs can vary remarkably, not only among a given group of adults, but for the same adult over time. For this reason, any effort to identify the major functions of adult and continuing education must be treated as tentative, rather than definitive. One approach is to derive the functions of adult education deductively from what we know of the developmental stages associated with adulthood. Listed below are seven stages of the adult life, accompanied by a set of broad educational purposes relevant to each stage (McCoy, 1977, pp. 14–18). The stages and the educational purposes should be treated as suggestive, because not all adults "fit" with them.

Figure 3

Required Knowledge, Skills, and Attitudes of Adult Educators



RE: SUBJECT MATTER

- Content
  - Identify the characteristics of each subject
  - Identify major topics to be dealt with in each subject
  - Organize topics in logical sequence and where possible show relationships among them
- Methodology
  - See Learning Process below

- Enthusiasm for subject matter expressed by showing students that material has value for them
- Eagerness to keep up to date on new developments in subject areas

RE THE STUDENT

- Physiological
  - Determine individual physical differences
  - Determine signs of physical decline including sensory deterioration
- Psychological
  - Students motivation for learning
  - Identify individual students concerns about learning
- Sociological
  - Analyze role responsibilities of individual students Analyze socio-economic and cultural backgrounds of students

- Empathy with students including patience with their problems and respect for their value systems and their modes of communication
- Capacity to be challenged by needs of students
- Positive desire to assist them to assume new roles in society

RE THE LEARNING PROCESS

- Adult Learning Principles
  - Find ways to make subject matter relevant to students
  - Proceed from the known to the unknown
  - Move carefully from simple ideas to more complex ones
  - Support abstract ideas or generalizations with facts
  - Plan for active participation by individuals
  - Allow time for students to assimilate information
  - Have students apply immediately what they have learned verbalizing it in order to retain it
  - Reinforce learning making students aware of their progress
- Adult Education Processes
  - Develop a climate that will encourage students to participate actively in the learning process
  - Diagnose learning problems with special attention to physiological psychological and sociological differences that may affect motivation
  - Help students set attainable measurable objectives expressed in behavioral terms and based on their needs
  - Develop materials and utilize a variety of techniques and devices appropriate to subject matter
  - Plan activities that bring resources of community to bear on needs of students
  - Evaluate students self and program on basis of objectives set and on pre-assessment of students

- Conviction that adults are capable of learning provided attention is given to their peculiar needs as distinct from those of children
- Disposition to change direction in response to changing needs of students
- Interest in continuing education i e keep up to date with new theories and practices including technological developments
- Willingness to test new theories and practices with students

John A. Niemi and Catherine V. Davison, "The Adult Basic Education Teacher: A Model for the Analysis of Training," in *Adult Leadership* (February, 1971). Adapted model by John A. Niemi. "Techniques for Teaching Material Handling to Adult Learners". *Proceedings of 1978 Institute for Material Handling Teachers.* Palatine, Illinois, William Rainey Harper College, 1978.

- *Leaving Home:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to break psychological ties, strengthen personal autonomy, adjust to life on his or her own, make appropriate career decisions, gain entry-level job skills, develop interpersonal skills, be an effective consumer and homemaker, solve problems, manage time, and cope successfully with stress that accompanies change.
- *Becoming adult:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to select a mate and begin a successful marriage, become an effective parent, create a satisfying home environment, realize success in his or her chosen career, become an informed and participating community member, be an effective consumer and homemaker, refine interpersonal skills, achieve personal autonomy, solve problems, and cope successfully with stress that accompanies change.
- *Early 30's:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to clarify personal values, develop increasingly authentic personal relationships, progress in his or her chosen career, develop maturing parent-child relationships, continue to be an effective consumer, homemaker, and problem-solver, and continue to cope successfully with stress that accompanies change.
- *Midlife Re-examination:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to reassess personal values and priorities and revise them as appropriate, develop increased personal autonomy, cope with existential anxiety and define new meaning for life, strengthen marital relationships, relate effectively to both growing children and aging parents, adjust to evolving lifestyles, and continue both to solve problems and to cope successfully with stress that accompanies change.
- *Re-stabilization:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to make necessary job adjustments, reduce parental authority and release children, adjust to growing demands of older relatives, become increasingly autonomous, refine interpersonal skills, explore new sources of satisfaction and new uses of leisure time, become a more active community member, be an increasingly effective consumer and problem-solver, and continue to cope successfully with stress that accompanies change.
- *Preparation for Retirement:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to adjust to physical changes due to aging, deepen interpersonal relationships, expand avocational interests, make effective use of leisure time, pre-

pare for retirement, adjust successfully to loss or change in personal relationships, be an increasingly effective consumer and problem-solver, and continue to cope successfully with stress that accompanies change.

- *Retirement:* Develop knowledge, skills, attitudes, values, and sensibilities that will enable an individual to retire actively and creatively, achieve freedom from financial concerns, develop appropriate provisions for health care, feel positively about the life that he or she has lived, develop an effective and satisfying philosophy of death, adjust if necessary to a single state, be an effective consumer and problem-solver, and continue to cope successfully with stress that accompanies change.

Although some of the educational purposes are unique to a particular developmental stage (e.g., learning how to adjust to life on one's own), others are relevant to all seven stages of adult development (e.g., learning how to solve problems and manage stress).

An alternative approach to identifying the broad functions of adult education is to derive them inductively from the various purposes and objectives, implicit or explicit, of educational programs for adults. Following this approach, London and Wenkert identify seven "functions which adult education fulfills in the larger society at present and which are most likely to continue in the future." These seven functions of adult education can be paraphrased as follows:

1. To provide educational opportunities for adults who have experienced economic, political, or social dislocation, e.g., for immigrants, for citizens who have moved from rural to urban settings, for adults who have lost their jobs because of occupational obsolescence, or for adults who have never been able to find a satisfactory job because of adverse economic conditions, insufficient education, lack of training, discrimination, or other social factors.
2. To provide remedial education for adults who have yet to complete their formal primary or secondary school education and who are deficient in basic skills of reading, writing, speaking, listening, counting, and computing.
3. To provide those adults who wish it with an opportunity to complement experiential learning with formal education, e.g., vocational education and on-the-job training for individuals in specific job settings.
4. To provide adults who have completed their formal schooling with opportunities to take advantage of the curricular offerings of secondary schools, community colleges, and institutions of higher education.

5. To provide adults with vocational training and preparation for jobs.
6. To provide adults with both formal and informal opportunities to take advantage of programs of general study, and thereby pursue broad intellectual, philosophical, cultural, or artistic interests.
7. To provide adults with opportunities to pursue special, short-term interests that might range from music to politics, from crafts to camping, from leadership training to religious instruction (London and Wenkert, 1976, pp. 252–255).

In effect, the functions of adult and continuing education, and the implied purposes to be served by adult and continuing education agencies, are multiple. Taking their cues from the developmental stages of adult life, or from the broad functions of adult education, or from some combination of the two imperatives, managers must continually challenge their staff members to identify, through needs assessment, the educational purposes that can best be served by their adult and continuing education programs.

To complement the discussion of the broad functions of adult education, it is worthwhile to examine some of the agencies that carry out those functions. In his analysis of the "core" and the "periphery" of the nation's educational enterprise, Moses (1971) presents six somewhat imprecise categories of adult education agencies: organizational, proprietary, antipoverty, correspondence, television, and other. For our purposes, we have expanded Schroeder's efforts to describe adult education into the following typology:

- *Type I Adult and Continuing Education Agencies:* educational organizations in which serving adults is a primary purpose.

  Historically, agencies in this first group have included business schools, correspondence schools, technical schools, and other schools that are independently financed, operated for profit, and designed to provide adults with myriad curricular offerings, e.g., courses to improve basic skills, programs to develop vocational talents, activities to stimulate new avocational interests, etc.

  More recently, the flourishing of non-traditional education has resulted in a virtual explosion of new non-profit educational organizations oriented to the adult learner. They carry a variety of names—free universities, store-front schools, alternative educational facilities, learning exchanges, educational centers, etc. Some operate residential programs; others do not. Some offer credit; others do not. The characteristics and offerings of newer Type I adult education agencies are remarkably diverse; and, given the varied needs of adult learners and still evolving principles and theories of adult education, that is probably as it should be.

- *Type II Adult and Continuing Education Agencies:* educational organizations in which serving adults is a secondary purpose.

  Agencies in this second group include three kinds of formal educational organizations that have historically viewed children and youth as their focal clientele, but have also tried to provide some minimal educational opportunity for adults: public school districts, two-year community colleges, and four-year public and private colleges and universities. Each in its own way has been involved in adult education, sponsoring community-wide educational activities, operating adult evening programs, conducting special workshops and conferences for adults, etc. Also traditionally included in this group has been the Department of Agriculture's Cooperative Extension Service, which has provided a breadth of educational opportunities for adults, ranging from individual consultation and information services to extensive course offerings and expanded uses of mass media to disseminate information.

- *Type III Adult and Continuing Education Agencies:* non-educational organizations in which adult and continuing education is an implicit part of their broad purposes.

  Museums, libraries, and social service organizations are good examples of agencies in this third group, for, although they are not considered to be educational organizations in the same way that schools and colleges are, all three provide valuable educational services both to the general public and to specific adult clientele. For instance, through their extensive resources, collections, displays, lectures, and tours, museums and libraries furnish adults with a vast array of opportunities for life-long learning. In addition, many libraries demonstrate their interest in adult and continuing education by sponsoring literacy tutoring programs and providing videotape GED programs for high school drop-outs; by extending their outreach programs and establishing special collections of print and non-print materials in branch library facilities; by offering concerts, discussion programs, and film seminars; and by serving as brokers between adults who have special kinds of educational needs and other adults who have the competencies and interests to meet those needs. Finally, in addition to disseminating information about their specific services, many health agencies offer regular programs for adults in alcoholism, accident prevention, and family life, and some welfare agencies work regularly with adults who want to develop the knowledge, skills, and attitudes necessary to escape economic disadvantage.

- *Type IV Adult and Continuing Education Agencies:* Non-educational organizations which provide adult and continuing education, but in which it is subordinate to other purposes.

  Agencies in this fourth group include churches, business and industrial concerns, labor unions, professional organizations, and voluntary associations. In each organization, its reason for being is not primarily educational although each does engage regularly in educational activities oriented to adults. For instance, churches provide both secular and religious services, special meetings, and discussions on topics of current theological and secular interest. Both industrial and business concerns, as well as labor unions and professional organizations, develop and sponsor a host of educational activities designed to provide leadership training for members, increase on-the-job competence, improve labor-management relations, etc. Nearly every voluntary association, whether oriented to national, state, or local issues, organizes and carries out an educational campaign directed at least to its members and often to the general public (Schroeder, 1970, pp. 36–38).

By way of summary, Figure 4 presents this typology of adult education agencies in a two-dimensional matrix in which the educational or non-educational nature of an organization is related to its degree of commitment to adult and continuing education as one of its purposes.

As the proportion of adults in the nation's total population rises during the remainder of this century, it seems likely that many Type II agencies will re-assess the importance of adult and continuing education and increase their commitment to it. Following is a brief scenario illustrating changes that are occurring and are likely to multiply as public school districts, community colleges, and institutions of higher education increasingly regard adult and continuing education as a primary rather than a secondary responsibility.

In public school districts, the community school concept will finally come of age. Programs addressed to specific community needs and designed by members of that community will be operated year-round during days and evenings. Program content will include cultural activities, physical fitness programs, avocational courses, and recreational activities. In some programs, senior citizens will serve as volunteer tutors for functionally illiterate adults; in others, they will design and prepare materials about the community and region that can be used as resources, both in instructional settings and in cultural events for the

Figure 4
Distinguishing Among Four Types of Adult and Continuing Education Agencies

		Nature of the Organization	
		Educational	Non-educational
Degree of Commitment to Adult and Continuing Education as a Purpose of the Organization	Providing educational opportunities for adults is an explicit, primary purpose of the organization	*Type I Agencies* (e.g., business, correspondence, technical, and other proprietary schools; and the full range of alternative non-traditional schools and agencies)	☒
	Providing educational opportunities for adults is an implicit, secondary purpose of the organization	*Type II Agencies* (e.g., public school districts; two-year community colleges; four-year colleges & universities; and Cooperative Extension Services)	*Type III Agencies* (e.g., museums, libraries, health and welfare agencies)
	Providing educational opportunities for adults is subordinate to other purposes of the organization.	☒	*Type IV Agencies* (e.g., churches, business and industrial concerns, labor unions, professional organizations, voluntary associations)

entire community. In still other programs, adults and youth will be involved together in values clarification exercises and simulations designed to explicate the so-called "generation gap."

At the same time, adult evening and day schools in public school districts will be dramatically expanded in scope and influence. In addition to providing adult basic education and instruction in English as a second language, the adult school curriculum will include a wealth of offerings related to public affairs, business, career education, family life, recreation, etc. Where possible, these offerings will be competency-based in their guiding objectives, instructional processes, and evaluative criteria. Some will continue to operate in public school settings; others will be offered off campus in settings that are relevant to their content.

Improved means will be developed for transporting adult learners to course settings and adult educators to individual adult learners or to small groups of adult learners in non-school settings. Whenever possible, adult learners will be given multiple opportunities to engage in self-directed, individualized instruction in which adult educators serve more as consultants to the learning process than as directors of it.

In community colleges, the outreach activities that have characterized them from their inception will be greatly expanded. Course offerings will be available during the day and evening, both on and off campus, and, if possible, through the media of local and regional radio, television, and newspapers. Close ties will be developed with local manpower planning agencies and with local leaders of industry and labor, so that vocational and technical programs and offerings for adults are congruent with projected employment needs in the community. Expanded career learning centers will be developed to provide continuing career education for adults, to re-orient them to the world of work and to provide them with opportunities to practice current vocational skills and develop new ones. An enticing curriculum of short-term, highly focused, problem-based courses and seminars specifically for adults (e.g., courses on the metric system, pre-retirement planning, home care and sale, and coping with grief) will be developed, publicized, and offered regularly, so that lifelong learning can become possible.

Finally, in four-year colleges and universities, programs and courses for adults will be vastly expanded, so that they complement, rather than compete with those operated by community colleges. They will include regular offerings for undergraduate or graduate credit, as well as an array of non-traditional, non-credit offerings, some planned jointly with professional staff to provide continuing professional in-service, some focused on liberal adult and continuing education, some organized for specific adult audiences (e.g., women, the aged, prison populations, etc.) and all available at convenient times and in a variety of instructional formats (on campus, in conferences, via radio and television, through correspondence study, etc.). Finally, in addition to providing adults with a potpourri of educational opportunities, colleges and universities will encourage their staff members to bring their expertise to bear upon specific community problems, thereby increasing dramatically a community's problem-solving capacity.

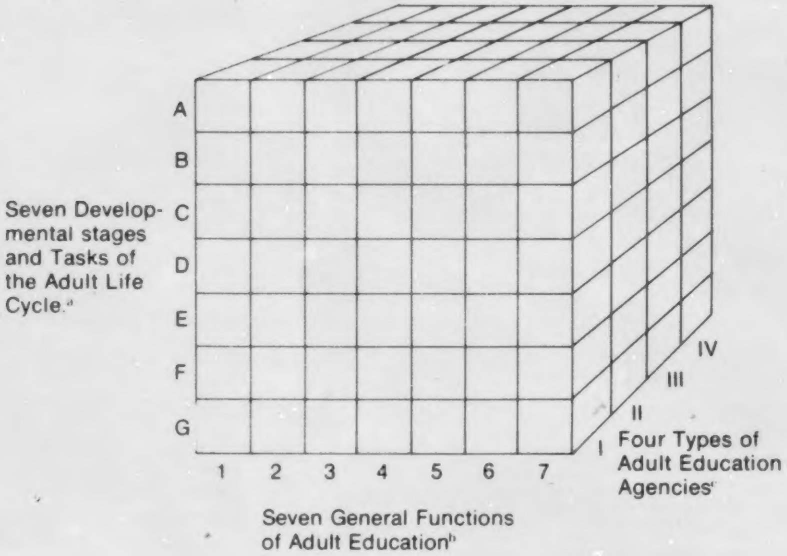
To summarize, we have attempted to identify the broad functions of adult and continuing education, derived deductively from what we know of the adult life cycle and as determined inductively from adult and continuing education programs. We have also tried to characterize the various types of agencies in which these functions become operational. To conclude the section, Figure 5 suggests one way of thinking about the inter-relationships among the seven developmental stages and tasks of adult life, the seven purposes of adult and continuing education as derived from adult and continuing education programs, and the four types of adult education agencies that have been described.

The value of this three-dimensional scheme is heuristic, for it suggests a variety of questions that should be important to managers of adult and continuing education programs. For example: To what extent do the functions of adult and continuing education programs reflect the developmental needs of adults? Which functions are specifically relevant at which stages of development? Which types of agencies focus on which functions of adult and continuing education or on which stages of adult development? Are there particular functions or life stages that adult and continuing agencies tend to ignore? For the manager, the ultimate question is a six-part one addressed to all three dimensions: What kind of agency do we (or should we) represent? What general functions of adult and continuing education do we (or should we) serve? What tentative provision have we made (or should we make) in our programs for the stages and tasks of adult development, keeping in mind that not all adults conform to those patterns?

PLANNING AND EVALUATING INSTRUCTIONAL PROGRAMS FOR ADULTS

Given a particular adult clientele, a set of educational functions, and an organizational context in which to pursue them, the challenge facing administrators is to plan, implement, and evaluate an effective program. Three paradigms are useful here. Two appear in the literature of education generally, and one in adult and continuing education.

Figure 5
The Relationships Among Needs of Adults, Functions of Adult Education, and Types of Adult Education Agencies


A
B
C
D
E
F
G
Seven Developmental stages and Tasks of the Adult Life Cycle.[a]
1
2
3
4
5
6
7
Seven General Functions of Adult Education[b]
I
II
III
IV
Four Types of Adult Education Agencies[c]

Seven General Functions of Adult Education[b]

[a] The seven stages include (A) leaving home, (B) becoming adult, (C) early 30's, (D) midlife re-examination, (E) re-stablization, (F) preparation for retirement, (G) retirement.

[b] The general functions include (1) education for adults who have experienced economic, political or social dislocation; (2) remedial education; (3) academic education that complements experiential learning; (4) opportunities to re-access formal education; (5) vocational training and preparation; (6) opportunities to pursue broad intellectual, philosophical, cultural, and artistic interests; and (7) opportunities to pursue special, short-term interests.

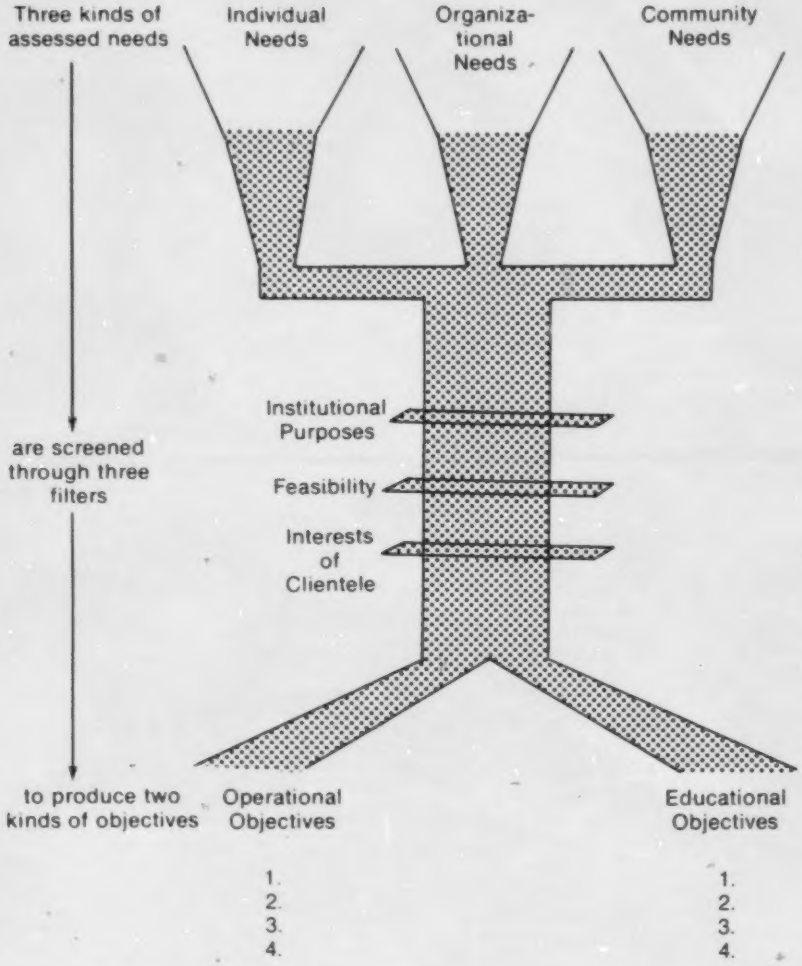
[c] These types of agencies include (I) educational organizations in which serving adults is a primary purpose; (II) educational organizations in which serving adults is a secondary purpose; (III) non-educational organizations in which adult education is an implicit part of their broad purposes; and (IV) non-educational organizations which provide adult education, but in which adult education is subordinate to other purposes.

The first, depicted in Figure 6, is Knowles' (1970) description of the process by which goals are translated into objectives for an educational program. Implicit in the process is the precept, "Start where students are," and so the process begins with assessments of individual, organizational, and community needs. Many of the considerations suggested earlier (in Chapter Four) are germane to this discussion. The second step in the process involves a careful screening through three "filters": first, the purposes of the organization that will be responsible for meeting the needs and achieving the eventual objectives; second, the feasibility of meeting the needs, given constraints of time, space, personnel, and materials; and, third, the interests of those clientele for whom the needs have been identified. As a result of this screening process, some needs will assume new priorities, others might be dropped from consideration; some will remain unchanged; some will require revision.

Eventually, the screening process will produce two sets of objectives for the program: educational objectives, which identify specific learning outcomes for adults, and its operational objectives, which specify what must be done organizationally to achieve the educational objectives. In a content-centered program, educational objectives are likely to reflect subject-matter needs; in a learner-centered program, educational objectives will probably take their cues from learners' instructional needs; in a problem-centered program, educational objectives are likely to specify knowledge, skills, attitudes, and values required to resolve a particular problem or situation that is broader than the needs of any one person. In all three kinds of programs, operational objectives complement and support educational objectives by specifying actions that should be taken at an organizational level to ensure the success of the program, e.g., developing procedures for counseling program participants, hiring competent staff, scheduling programs at times and places convenient for both participants and instructors, and providing adequate space, equipment, and support services for instructional and administrative staff.

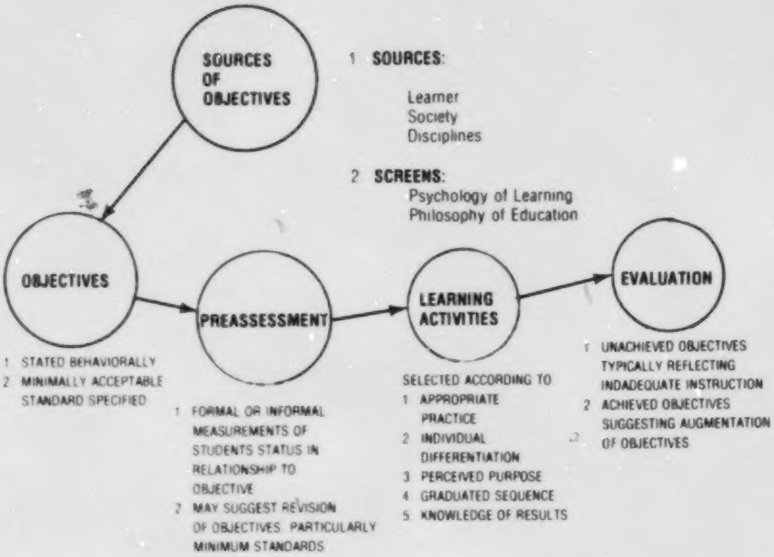
The second of the three paradigms provides an account of the instructional process, when that process is focused on specific subject matter. Developed by Popham (1965) and depicted in Figure 7, the process begins with objectives; but this time they receive input from specific disciplines, as well as from the learner and society; are screened in terms of learning theories and educational philosophies; and stated as measurable learner behaviors. The remaining three steps in the paradigm involve pre-assessment of learners in relation to the objectives; learning activities; and evaluation to determine the effectiveness of the instruction. If shown to be effective, new objectives are created and the process begins again. Popham's paradigm corresponds

Figure 6
The Process of Translating Needs into Objectives


Three kinds of assessed needs
Individual Needs
Organizational Needs
Community Needs
are screened through three filters
Institutional Purposes
Feasibility
Interests of Clientele
to produce two kinds of objectives
Operational Objectives
1.
2.
3.
4.
Educational Objectives
1.
2.
3.
4.

Malcolm Knowles, *The Modern Practice of Adult Education: Andragogy versus Pedagogy*. New York: Association Press, 1970, p. 127.

Figure 7
The Instructional Paradigm


SOURCES OF OBJECTIVES
OBJECTIVES
PREASSESSMENT
LEARNING ACTIVITIES
EVALUATION

1 **SOURCES**:
Learner
Society
Disciplines

2 **SCREENS**:
Psychology of Learning
Philosophy of Education

1 STATED BEHAVIORALLY
2 MINIMALLY ACCEPTABLE STANDARD SPECIFIED

1 FORMAL OR INFORMAL MEASUREMENTS OF STUDENTS STATUS IN RELATIONSHIP TO OBJECTIVE
2 MAY SUGGEST REVISION OF OBJECTIVES. PARTICULARLY MINIMUM STANDARDS

SELECTED ACCORDING TO
1 APPROPRIATE PRACTICE
2 INDIVIDUAL DIFFERENTIATION
3 PERCEIVED PURPOSE
4 GRADUATED SEQUENCE
5 KNOWLEDGE OF RESULTS

1 UNACHIEVED OBJECTIVES TYPICALLY REFLECTING INDADEQUATE INSTRUCTION
2 ACHIEVED OBJECTIVES SUGGESTING AUGMENTATION OF OBJECTIVES

W. James Popham, *The Teacher-Empiricist: A Curriculum and Study Supplement* (Los Angeles: Aegeus Press, 1965), p. 23.

to Blaney's "institutional mode of curriculum formulation" mentioned earlier.

The third and final paradigm to be examined is more comprehensive than the others and represents the authors' view of what it means to plan, implement, evaluate, and re-plan a program. It begins with three categories of information about a program — its outcomes, its processes, and its inputs.

Program Outcomes. To the extent possible, the outcomes of a program are defined in terms of specific changes in the behavior of learners. Such outcomes can be of two kinds: desired or actual. A program's objectives describe its *desired outcomes*, specifying either certain terminal characteristics of learners or certain changes in their characteristics. Actual outcomes refer to measures of learner performance or changes in that performance actually realized during the program. This distinction between intentions and results, desired and actual outcomes is crucial to intelligent program planning and evaluation. The focus on learner behavior encourages program planners to identify desired outcomes in such a way that actual outcomes can later be observed and measured. In contrast, a general, non-measurable instructional objective, while undoubtedly providing a useful starting-point for describing desired program outcomes, can be evaluated only if it can be defined operationally in terms of one or more performance objectives or indicators of achievement. It should not be assumed that all the objectives of a program must be measurable. Sometimes the most significant objectives of a program defy measurement. The important point is that the decision to construct objectives, measurable or non-measurable, ought to represent a judicious, informed choice on the part of program planners.

Program Processes. If outcomes identify the ends of a program, processes refer to the specific means employed to achieve those ends. Verner (1964) conceptualized these processes, as they relate to adult and continuing education, as follows:

- *Method*

  Organization is the foundation for the concept of method in adult education. In providing educational opportunities for adults, it is first of all necessary to decide how the educational program is to be conducted, the decision being made on the basis of the nature of the educational task and the situation controlling the availability of the adult whom the program is intended to serve. In some instances the task, the situation, or both, may necessitate working with individuals in isolation. In such instances individual methods have to be employed, such as correspondence, directed individual study, apprenticeship, and similar patterns of organiza-

> tion. Group methods are employed when it is more convenient and desirable to collect individuals into groups for purposes of education. These include such patterns of organization as the class meeting, or discussion group, among others. . . .
>
> . . . This question of method is primarily a matter of institutional concern where the institution . . . establishes a relationship for learning with a prospective body of participants. Thus the selection of method is an administrative decision made by . . . the administration of the institution, on the basis of the use of the institution's resources and fulfillment of its educational objective. Method therefore identifies the role of the institution with respect to the education of adults.
>
> - *Technique*
>
>   The problem of facilitating learning identifies the concept of technique. With the method determined, the second kind of relationship that must be established comes within the confines of the specific program and its form is determined by the specific learning objectives of that program. This relationship is between the learner and the learning task and is a way of facilitating the successful achievement of the objective. Techniques are identified with respect to their utility in facilitating learning objectives in terms of acquiring information, mastering a skill, learning to apply knowledge, or achieving cooperative action; they include . . . lectures, panels, group discussions, role playing, and process demonstrations. The selection of technique is a matter of concern to the [teacher] who is managing the specific educational program and is therefore an operational rather than an administrative decision.
>
> - *Devices* [resources]
>
>   Various mechanical instruments, audio-visual aids, physical arrangements, and materials are used by adult educators to augment the processes employed; however, while these may enhance the effectiveness of a process, they cannot function as such independently. They are here designated as devices to differentiate them from other educational processes. . . . (Verner, 1964, pp. 36–37).

More specifically, devices include chalkboards, bulletin boards, flannel boards, flipcharts, and displays; drawings, photographs, acetates, slides, filmstrips, motion pictures, and commercial radio and television; audio and video tape recordings, telelectures, and closed circuit television.

Because techniques form an important component of the instructional process, we present, as Figure 8, a comparative analysis of eight techniques.

Figure 8
A Comparative Analysis of Eight Instructional Techniques

LECTURE

Structure:	A formal oral presentation characterized by one-way communication from instructor to learner(s).
Purpose:	To impart information, e.g., introduce a new topic, relate new material to content taught before, give directions for a learning task.
Advantages:	Appropriate when information cannot be conveyed by other means; valuable when presenting information which must be organized in a certain manner for a specific group.
Limitations:	No opportunity for learner to participate; not appropriate if learning objectives involve the application of skills or information, or if the content is unusually complex or technical.

PANEL

Structure:	An informal oral presentation wherein a number of experts, coordinated by a moderator, discuss an assigned topic.
Purpose:	To impart a composite of information possessed by persons whose experience qualifies them to speak with authority.
Advantages:	Appropriate for communicating informally a variety of views held by different individuals; frequently results in panel members stimulating each other and learners producing new ideas or grasping new relationships among familiar ideas.
Limitations:	Rarely results in a systematic presentation of information; sometimes ineffective because of ill-informed panel members or an unresponsive moderator.

GROUP DISCUSSION

Structure:	A purposeful dialogue among learners that is guided by an instructor and focused on a mutually selected topic.
Purpose:	To afford learners an opportunity to learn from each other by discovering topics of mutual interest, sharing information and opinions, identifying problems, and then exploring possible solutions.

Figure 8 (continued)

GROUP DISCUSSION

Advantages:	Encourages active participation of learners in the teaching-learning process; enables learners to clarify and expand ideas by presenting them and receiving reactions to them; provides learners with opportunities to acquire self-confidence as participants in a dialogue.
Limitations:	Not appropriate for all topics or for groups of more than 15–20 persons; requires all participants to have at least a minimal level of knowledge; sometimes results in discussion that is rambling, unproductive, or dominated by a small number of participants.

BUZZ GROUPS

Structure:	A technique that allows small groups of from three to six learners each to discuss a common topic simultaneously for six to ten minutes.
Purpose:	To provide groups with an opportunity to conduct brief, informal discussions of assigned topics or of problems that emanate from the groups themselves.
Advantages:	Enables a large group to generate and share a variety of opinions, questions, recommendations, etc., in a very short period of time; enables those learners who may be reticent about speaking in a large group to participate in smaller, less threatening groups, thereby increasing participation among all group members; enables the instructor to observe individual learners and perhaps gain useful information about their particular needs and interests.
Limitations:	Discourages presentation of new material or discussion of complex issues; difficult to conduct in a room with fixed chairs; might place artificial time contraints on discussion, curtailing it at an important stage, and thereby frustrate learners.

ROLE PLAY

Structure:	A presentation in which learners assume the roles of other individuals, e.g., a group involved in a problem or conflict.
Purpose:	To provide learners with opportunities to assume different and often conflicting roles in a problem situation, thereby increasing their general understanding of human behavior.

Figure 8 (continued)

ROLE PLAY

Advantages:	Provides learners with actual problem situations to act out, analyze, and discuss, thereby broadening their comprehension of human behavior, improving their ability to work with people, and helping them gain a better understanding of themselves.
Limitations:	Not appropriate when dealing with complex learning objectives; requires an instructor who is qualified to deal with emotional reactions to role-play situations; occasionally results in learners losing sight of the focal problem and/or learning objective as they become increasingly involved in their roles.

DEMONSTRATION

Structure:	A technique used to explain a particular skill or activity verbally and then to demonstrate it behaviorally in a step-by-step process; the instructor's verbal explanation and demonstration are usually followed by opportunities for learners to practice the skill or activity.
Purpose:	To help learners understand and develop new activities or skills.
Advantages:	Provides learners with verbal and nonverbal explanations of new activities or skills; enables learners to practice them and receive immediate feedback on their performance, thereby increasing both interest and motivation to learn, as well as confidence in the ability to perform.
Limitations:	Appropriate for only certain kinds of learning, e.g., activities or skills; demands improvisation skills on the part of an instructor; might require special equipment and limitations on group size in order to give all learners a chance to observe and practice.

FIELD TRIP

Structure:	Visit to a location or first-hand observation of an activity, usually preceded by a preparatory meeting, lecture, or group discussion, and followed by a meeting to analyze observations.
Purpose:	To provide information to learners through first-hand observation, interviewing, analysis, and sharing.

Figure 8 (continued)

	FIELD TRIP
Advantages:	Provides learners with opportunities to observe and react with a group in a supervised setting, thereby increasing their observation skills and ability to learn from one another.
Limitations:	Not always feasible, given the time involved, costs, required communication, and mechanics of scheduling and administration.
	CASE STUDY
Structure:	A technique in which individual learners and/or groups of learners study a real-life situation or problem.
Purpose:	To help learners develop general problem-solving skills by having them examine and analyze specific real-life situations and problems.
Advantages:	Enables learners to examine real, rather than hypothetical situations or problems; helps learners develop analytic and problem-solving skills by encouraging them to consider different interpretations of a problem and different alternatives for its solution.
Limitations:	Requires that information about a real situation or problem be clearly presented and that it is complete, accurate, and relevant to the problem or situation under study.

Adapted from John A. Niemi. *The Trainers Manual.* Toronto, Ontario: Girl Guides of Canada—Guides Du Canada, 1971, pp. 22-42.

Given a group of learners and a set of instructional objectives tailored to their needs, the challenge to any teacher is to design a mix of techniques and resources appropriate both to the learners and to the objectives of a program. This challenge is not unique to adult educators, but for them it carries a special dimension in the sophistication of many adult learners and their desire to participate actively in the instructional process. Again, it is important to distinguish between what is intended and what is actually done. Curriculum guides, course syllabi, and workshop agendas almost always describe a program's *desired processes;* whereas videotapes, logs, and observation-based reports describe some of its *actual processes.* Presumably there is in many programs at least an implicit causal relationship between the instructional processes and the desired and actual outcomes for learners.

Program Inputs. Inputs are defined strictly in terms of the dollars required to operate a program—to purchase whatever personnel, space, time, equipment, and materials are necessary to carry out the processes of the program. A budget identifies *desired inputs*, whereas a program cost accounting report identifies *actual inputs* in terms of dollar expenditures. Sometimes, variables like learner characteristics, institutional objectives, staff competencies, and community needs are considered to be inputs to a program. However, it seems more useful to regard these variables as constraints upon a program, as "screens", to repeat Knowles' term, for defining its instructional objectives, designing its processes, and analyzing its results.

Program Planning, Evaluation and Re-planning. Having explicated three kinds of information about a program—its outcomes for learners, its instructional processes, and its inputs—and the distinction between desired and actual states—we can turn to what it means specifically to engage in program planning, evaluation, and re-planning. *Program planning* is the process of making explicit, prior to implementation, the specific combination of outcomes, processes, and inputs that those responsible for the program wish to see realized. It identifies the instructional objectives; the instructional, evaluative, and classroom management procedures; and the required resources. The product of program planning is an explicit statement that both prescribes action and describes the ends towards which that action is directed.

Program evaluation takes its cues from the program plan and involves persons responsible for the program in monitoring its implementation; collecting data on its actual outcomes, processes and inputs; and identifying and analyzing discrepancies between the program's original desired state and its actual state. Depending upon the frequency and timing of data collection, it is possible for those involved in the program to conduct three kinds of evaluation. First, if data about actual outcomes, processes, and inputs are collected as regularly as the processes are implemented, the data could be used immediately to modify the program's objectives, its remaining processes, its remaining budget, or some combination of the three. For example, the performance of learners on a quiz, early in a program, might reveal that they lack some basic skills required for the program and, hence, that the program's remaining objectives and/or procedures should be modified accordingly. Such "in process" evaluation is sometimes termed *formative evaluation.*

Second, when the program has been completed, the full array of data regarding its desired outcomes, processes, and inputs, and its actual outcomes, processes and inputs could be used to answer the ultimate questions: Did the program do what it was designed to do? If not, why

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not? This post-facto evaluation, in which discrepancies between desired and actual states are identified and analyzed at the conclusion of a program, is sometimes termed *summative evaluation.*

Third, in many educational settings, the evaluative data collected during one cycle of a program could be used to revise the next cycle of operation. Objectives could be modified, new processes designed, and evidence of past accomplishments used to justify new budgetary allocations. To behave this way is to act cybernetically—to be self-corrective by using information about the past to make decisions about the future.

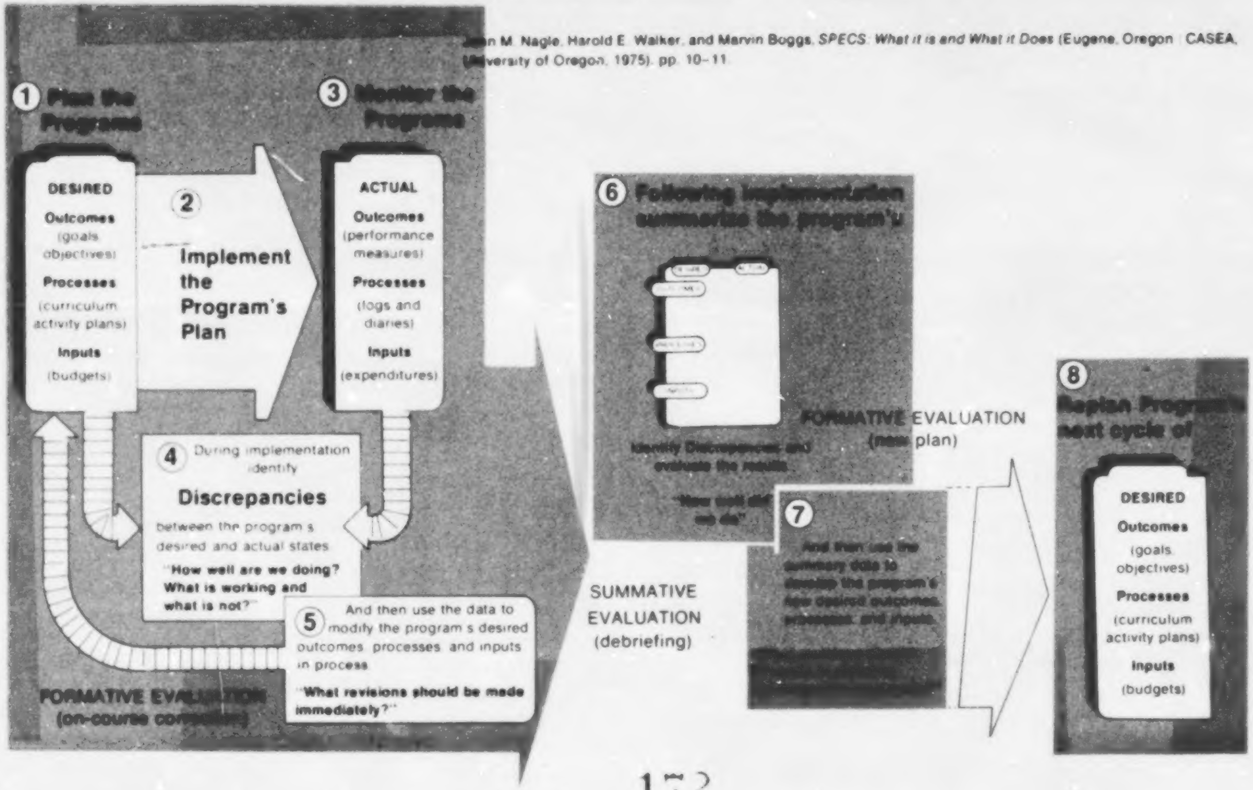
Building on the paradigms of Knowles and Popham, we have tried in this final section to describe what it means to plan, implement, evaluate, and re-plan a program. The model displayed in Figure 9 calls for the collection of six "boxes," or data files, of information about a program—its *desired* outcomes, processes, and inputs, and its *actual* outcomes, processes and inputs. In so doing, the model encourages those responsible for a program to make this information explicit and to use it systematically in developing the initial plan, monitoring and modifying its processes, evaluating its results, and eventually formulating a revised plan for its next cycle of operation.

SUMMARY

As the adult and continuing education enterprise expands, it will move inexorably from an historically marginal position in the nation's educational system to one close to center stage. The typical adult learner is younger than the average adult, better educated, likely to be professionally employed, and in receipt of a higher than average income. Generally, adult learners bring to the educational setting distinctive physiological, psychological, and sociological characteristics, some of which facilitate learning while others inhibit it.

The formulation of curricula and programs for adults might originate in several different sources. An "institutional mode of curriculum formulation" typically involves curriculum design and results in programs that are basically content-centered. A shared-membership mode entails cooperative program planning and produces programs that are either learner-centered or problem-centered. An individual mode involves learners in self-directed learning, with or without the help of others. With their diverse characteristics, especially their backgrounds of life experience and their often high motivation, adult learners are usually most receptive to either the shared-membership or the individual mode of curriculum formulation. Their needs and wishes must be respected by persons who work regularly with them. This claim

Figure 9
Instructional Program Planning, Evaluation, and Re-planning



① Plan the Programs
DESIRED
Outcomes
(goals objectives)
Processes
(curriculum activity plans)
Inputs
(budgets)
② Implement the Program's Plan
③ Monitor the Programs
ACTUAL
Outcomes
(performance measures)
Processes
(logs and diaries)
Inputs
(expenditures)
④ During implementation identify
Discrepancies
between the program's desired and actual states
"How well are we doing? What is working and what is not?"
⑤ And then use the data to modify the program's desired outcomes, processes and inputs in process
"What revisions should be made immediately?"
FORMATIVE EVALUATION
(on-course correction)
SUMMATIVE EVALUATION
(debriefing)
⑥ Following implementation summarize the program's
Identify Discrepancies and evaluate the results.
"How well did we do"
⑦ And then use the summary data to develop the program's new desired outcomes, processes, and inputs.
FORMATIVE EVALUATION
(new plan)
⑧ Replan Programs next cycle of
DESIRED
Outcomes
(goals objectives)
Processes
(curriculum activity plans)
Inputs
(budgets)

n M. Nagle, Harold E. Walker, and Marvin Boggs, *SPECS: What it is and What it Does* (Eugene, Oregon : CASEA, versity of Oregon, 1975), pp. 10–11.

suggests that adult educators need to possess certain skills and attitudes, as well as knowledge of subject matter, in order to plan effective, mutually rewarding programs for adults.

As for the functions of adult and continuing education, they can be derived either deductively from what we know of the adult life cycle or inductively from current adult and continuing education programs. In general, four types of agencies attempt to make these purposes operational: (1) educational organizations in which serving adults is a primary purpose; (2) educational organizations in which serving adults is a secondary purpose; (3) non-educational organizations in which adult and continuing education is an implicit part of their purpose; and (4) non-educational organizations which provide adult and continuing education, but subsume it under other purposes. In various ways, these four types of agencies address different needs of adult learners and satisfy different educational purposes.

When planning an adult and continuing education program, needs assessment is particularly important as a prior step to defining both specific educational objectives and operational objectives. In addition, close attention should be paid to the compiling of data files in any effort to plan, implement, evaluate, and re-plan a program. The task is, then, to create a mix of methods, techniques, and devices appropriate to the specific objectives of the program, the nature of the sponsoring agency, and the characteristics of adult learners. The challenge is one which will test the ingenuity of adult educators, yet the rewards are great, as Thomas explains:

> The art of the program planner . . . lies precisely in creating this complex, unique environment that includes all the factors as well as the participants; for this one time it exists as a complete, unified, single experience. All the various program plans and subsidiary programs coalesce at one moment into the powerful enlarging experience. In the triumph of a good program, man and their experiences are one, nourishing and supporting each other at the peak of learning (Thomas, 1964, p. 267).

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Chapter 7

Community Relations: Promotion, Marketing and Publicity

R. Gene Gardner

During the past decade, a great deal has been written and said regarding the advisability and even the ethics of advertising educational programs. This debate was perhaps most acute in high school, community colleges, senior colleges and universities. Many educational efforts conducted by proprietary schools and various types of consulting/management firms had often been characterized by a vigorous advertising effort for many years. Those of us operating within the confines of more traditional educational institutions, had, too many times, gone to great lengths in the development of an adult and continuing education program and then proceeded to do a very mediocre job of making the potential audience aware of the availability of what probably was a splendid educational opportunity.

Perhaps we were simply refusing to do an adequate amount of program promotion because many of us were simply unaware of or not familiar with the tenets of advertising that must be adhered to if a promotional program is to be successful. However, this author holds to another theory. Some educators still adhere to the notion that adult education as well as education in general is to be oriented to the subject and teacher rather than the adult learner. This chapter will center around the adult learner and the types of advertising, marketing, and promotional techniques that will place the needs of the adult to the front and center of those programs labeled as adult and continuing education.

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Cyril Houle quotes Edward C. Lindeman in an attempt to further emphasize the importance of student centered programming in adult education as well as traditional academics:

> The approach to adult education will be via the route of situations, not subjects. Our academic system has grown in reverse order: subjects and teachers constitute the starting point, students are secondary. In conventional education the student is required to adjust himself to an established curriculum; in adult education the curriculum is built around the student's needs and interests. Every adult person finds himself in specific situations with respect to his work, his recreation, his family life, his community life, et cetera-situations which call for adjustments. Adult education begins at this point. Subject matter is brought into the situation and put to work when needed. Texts and teachers play a new and secondary role in this type of education; they must give way to the primary importance of the learner. (Houle, 1972, p. 12)

Any advertising and promotional program for adult and continuing education activities must relate in some way to those needs that may motivate a prospective adult learner to enroll in an adult and continuing education class. Motivation to attend and participate in an adult and continuing education activity will be instigated by needs which vary from learner to learner in any given class or activity. Paul Bergevin, noted adult educator has identified at least two basic types of needs, felt needs and real needs. In addition to these educational needs, Abraham Maslow has established a hierarchy of five human needs: physiological, security, social, esteem, self-actualization. It should be noted that interests and needs have been explored by Mocker and Spear in Chapter 4 and their findings should be kept in mind throughout this chapter.

The adult and continuing education manager would be wise to become more than casually acquainted with the concepts of adult needs and their attainment through educational processes. The basic motivation for attending and remaining in attendance in an adult education activity may be found within these concepts.

As the adult educator begins the process of developing an advertising and promotional program, there are several steps that must be considered if the effort is to reach maximum success. They may vary somewhat with each individual situation. However, the five steps outlined below are usually necessary in the planning of a successful promotional campaign for an adult and continuing education program.

1. Goals and objectives for the advertising or promotional campaign must be established for each major adult and continuing education effort. For example, if one is offering a new series of AIB

(American Institute of Banking) courses for bankers, how many do you hope to enroll? How many full-time equivalents (FTE) or continuing education units (CEU) are projected? Will the various employers reimburse the employees for the tuition? If so, is it imperative that the chief administrative officers be made aware of the course offerings? A personal mailing to them will probably be necessary to accomplish this.

2. The adult and continuing education manager must determine how much to spend. This determination should be made on the basis of an annual budget for public institutions while others may utilize a program budget approach. This is discussed at length in Chapter 9. Perhaps a reasonable approach would be to allocate from 3 to 5 percent of the annual budget for promotion and advertising. The concept of percentage allocations for promotion can then be utilized in each separate adult and continuing education program.
3. The adult and continuing education manager must now choose the promotional and advertising media. This decision can best be based on the goals that have been established for the promotional campaign. A decision of this type may narrow down to a single form of media or to several types of media depending on the types of audience to be recruited.
4. After the advertising media is chosen, the adult and continuing education manager must prepare the advertising copy in the form required by the chosen media. Although each medium may have their own particular way of approaching this, the guidelines provided on pages 186 and 187 will be generally applicable for each of the identified media. The promotional or advertising message will then be delivered to the office of the media and final details agreed upon, not the least important of which is the time schedule.
5. After the advertisement has been run, the adult educator must then attempt to evaluate the results of these expenditures. Four approaches to this process are outlined in detail in the latter sections of this chapter.

The above steps for implementing a promotional program and assuring advertising effectiveness, must, in the final analysis, relate to four basic decisions that the adult and continuing education program manager must make when planning the promotional campaign:

- What information to convey in your message?
- What audience are you trying to reach?
- How can the "story" best be told?
- Where should the "story" be told?

Advertising or promotional campaigns should be tailored around these questions as well as appeal to some interest or need of the potential adult and continuing education learner. Just as the manager must answer the above questions, there are certain questions that consumers may ask themselves, if only subconsciously. Charles L. Whittier has identified ten of these questions that may, on first glance, appear to apply only to the world of business and industry. Closer scrutiny, will reveal, however, that the adult and continuing education manager may profit a great deal by also considering these queries.

- Will the product make the purchaser feel more important?
- Will the product make the purchaser happier?
- Will the product make the purchaser more comfortable?
- Will the product make the purchaser more prosperous?
- Will the product make the work easier for the purchaser?
- Will the product give the purchaser greater security?
- Will the product make the purchaser more attractive or better liked?
- Will the product give the purchaser some distinction?
- Will the product improve, protect, or maintain the purchaser's health?
- Will the product appeal to the purchaser as a bargain?

Adult and continuing education managers could often answer in the affirmative if the above questions were asked in relationship to most adult education offerings. Adult and continuing education has a great deal to sell, but the educational product must be promoted in a professional manner using the most sophisticated techniques available.

ADVERTISING FOR TOMORROW

Even the veteran adult and continuing education manager should be certain that his or her promotional efforts are directed to today's immediate needs. Surely, many would point out, tomorrow will take care of itself. Good *public relations* is promotion of the institution or agency's desired *image* to its potential customer population and, is a must if the adult and continuing education manager is going to be able to operate a successful advertising/promotional campaign. Public relations is the day to day operating philosophy by which management sets up policies designed to serve both in their and the public's interests. In reality, it is the basis of the communication techniques which management employs to achieve good relations with the public.

Public relations is, in a sense, unpaid institutional advertising designed to develop and promote a favorable image. Institutional advertising is classified as indirect-action advertising, and though usually paid for, has the same goal, i.e., that of developing and promoting a favorable image over a long period of time.

Adult and continuing education managers must have the benefit of a strong institutional image, be it of the program itself or of the institution or agency where the manager is employed. This is an on-going process, to develop and maintain the best possible image. In part, it is the day to day good-will established by the manager as well as continuous efforts in developing worthy news items for release to various media including those available within the institution, such as the house organ.

This approach to public relations is a must if a sound basis for the future is to be built.

ADVERTISING FOR TODAY

Advertising is based to a considerable extent on the theory that people will generally respond to suggestions that are pleasing to them. These suggestions may best be structured in such a way as to relate to inner goals. In addition, the importance of "group influence" should not be overlooked. A generally accepted definition of advertising, taken from Stanton's *Fundamentals of Marketing*, is stated in the following sentences:

> Advertising consists of all the activities involved in presenting to a group a nonpersonal, oral or visual, openly-sponsored message regarding a product, service or idea; this message, called an advertisement, is disseminated through one or more media and is paid for by the identified sponsor. (Stanton, 1967, p. 537)

To whom do I want to advertise?, is almost always included in any list of questions to an advertising program. In large part, this must be answered through the examination of various demographic data as outlined in this chapter.

Demographic Data

Perhaps the first step that should be taken in managing the marketing process of adult and continuing education activities is that of *market segmentation*. The continuing education program manager must acknowledge and deal with the fact that their total heterogeneous market is comprised of many smaller homogeneous units. The mission or goals and objectives of the agency or institution that the manager is employed by will, to a large extent, define most of these homogeneous units for which programs may be developed.

When these potential groups or markets have been identified, it is vital to consider the demographic data of each of these groups or market segments. Some of the vital characteristics that should be considered are:

- Age range (mean and median) of the group.
- Education in terms of average years and number of post-secondary degree holders.
- Number of family units.
- Average size of family units.
- Number of births, deaths, and marriages per annum.
- Type of employment and specific job.
- Income range, mean, and median per person/family.
- Ethnic background if predominant and unique to a given area or group.

This type of information is usually available through various county, municipal and state offices. Also, such civic-minded organizations as the Chamber of Commerce will prove to be a valuable source of information. In addition to the above listed demographics, it also is important to review those groups that comprise a significant *potential* market for the continuing education manager. Although, the list below is not intended to be complete, it will provide a formidable market for most adult educators.

Your next door neighbor
General public
Union members
Professional associations
Religious groups
Trade associations
Fellow workers
Government employees
Agriculture associations
Credit union members
Political office holders
Various business and industry employee groups (e.g., Nurses)

The adult and continuing education manager will be in a position to develop a comprehensive marketing program after integrating the mission of the institution or agency with the characteristics and needs of the known and the potential audiences or population groups. The next few pages will deal with examining various types of media with an attempt to define appropriate media use for various tasks. At the very center of the logic for an active marketing program is the need to motivate as many as possible within a certain population group.

The continuing education manager must insure that a complete knowledge of services and benefits is available to the target group with minimum effort on their part. Adults usually have certain preconceived expectations as to what benefits they will receive if they enroll in a continuing education program. Advertising and promotion must show them a way to meet these expectations.

Other questions may relate to the location of these people and the kind of message to be delivered. In answering these types of questions, the manager must determine the most effective type of media to be used in a given situation. The following types of media are generally available to the continuing education program managers. Each are then examined further.

Newspapers
Radio
Television
Direct Mail
Outdoor Advertising
Specialty Advertising
In-House
Traveling Advertising
Personal Contact

Newspapers

Newspapers are generally acknowledged to be the leaders of mass media advertising. Prior to making a decision to spend more than a minimal amount with any newspaper, the manager needs to obtain a good deal of information regarding circulation from the newspaper itself. The following check list will help in making sound decisions relating to newspaper advertising.

The majority of newspapers will provide this or similar data to their advertising customers. In some rural areas, weekly papers may not have audited or sworn circulation statements. Newspapers, as do other types of media, have certain strengths and weaknesses for the manager to

Figure 1
Circulation Statement

Geographic area covered by newspaper ____________________
Population of the covered area ____________________
Circulation or number of papers sold ____________________
Reader characteristics ____________________
Cost per column inch ____________________
Most effective day of week ____________________
Best location in newspaper for ads ____________________
Best day(s) for ads ____________________

consider when planning a promotional campaign. Several of each are listed below:

Strengths of Newspaper Advertising

1. Nationally, newspapers reach an accumulated 94% of all adults (18 and over) over 5 days a week (Everhardt, 1976, p. 15).
2. Newspaper advertising is the most popular part of the paper with women, and second only to sports with men (Everhardt, 1976, p. 15).
3. Results of newspaper advertising can be measured relatively easy through the use of a reader-service card such as a pre-registration blank.
4. The process of developing a newspaper supplement for adult education is a reasonably simple process. Almost all newspapers have the capability of producing a supplemental tabloid for including in a regular issue of their paper.
5. Newspapers do provide news space free for public service news releases refering to adult and continuing education programs or activities. Advertisements that would be located elsewhere in the paper have the potential of double exposure to the same audience when public service announcements are used within the paper at the same time.

Weaknesses of Newspaper Advertising

1. The advertiser does not have the opportunity to select a particular audience. A newspaper advertisement is, in essence, a shotgun approach within the confines of the paper's circulation.
2. Newspaper readers normally have only one exposure to a particular ad due to the fact that the paper is usually disposed of after the initial reading.
3. Newspaper advertisements are normally limited to black and white. This is particularly true of those purchased by the often limited budgets of adult and continuing education.

Newspaper advertisements are usually sold by the column inch. Those in a position to make long term commitments (12 months in duration) for advertising may be in a position to receive substantial discounts. As a general rule, such a commitment will result in a discount on the charge per column inch of approximately 30 percent.

Three different types of newspaper articles that have been used as public service notices are included at the end of this chapter (Appendix B).

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Radio Advertising

Radios are more popular than ever before and consequently are a must for the continuing education manager to consider in the planning of an advertising campaign.

Athough most of us know how to operate a radio, there are several important factors that should be considered prior to making a decision to invest in radio advertisements. Several of these have been listed previously, not to provide the reader with a completed check-list, but rather as a starting point as deliberations are made regarding a total promotional campaign.

Radio stations are often targeted toward specific audiences and their programming format will prove to be helpful in identifying the particular audience in question. Some of the formats may be oriented toward rock music, religious programs, country western music, mood music, sports events, general news, and/or any combination of these. Conversely, it must be recognized that different types of adult and continuing education offerings should be promoted to different target audiences.

Strengths of Radio Advertising

1. There are 336 million working radio sets in the U.S., or over 5 for every family (Everhardt, 1976, p. 15).
2. The average car radio owner will average 56 minutes of listening daily. Car radios are turned on 62.4% of total driving time (Everhardt, 1976, p. 16).
3. Advertising copy used on the radio is fast-moving and action oriented.
4. Radio has a selling personality that may promote such qualities as sincerity and friendliness due to the voice of the announcer.

Weaknesses of Radio Advertising

1. The radio must be turned on and people must be listening if radio advertising is to be effective.
2. Radio provides an oral message only. There is no visual reinforcement.
3. Advertising messages over the radio are there for a short time only. If the listener misses a portion of the ad, it may not be repeated for some time.
4. The listener of radio can only listen to one radio station at a time. The advertiser is competing with many other stations within the receiving range of a particular radio set.

Four examples of 20, 30 and 60 second radio announcements are given at the end of this chapter (Appendix C).

Television

Although advertising costs for television may be prohibitive in promoting adult and continuing education programs, the magnitude of its impact has been so great as to mandate the inclusion of it in this chapter.

Strengths of Television Advertising

1. Television advertisements employ sight, sound, and motion in a personal selling message.
2. On most television stations, the concept of color can be utilized in the transmitting of an ad.
3. A relatively small amount of broadcast time, approximately 12 percent, is devoted to commercials. (Everhardt, 1976, p. 15)

Weakness of Television Advertising

1. Like radio, the television must be turned on and people must be listening and watching if television advertising is to be effective.
2. Advertising messages over television are there for a short time only. If the listener misses a portion of the ad, it may not be repeated for some time.
3. In most areas of the country, the television viewing audience has a choice of several stations to watch at a time, thus the advertiser has no assurance that the intended audience will be reached.
4. Television is the most expensive of the media types of advertising. This is a strong factor when considering production costs.

Television advertising has undoubtedly produced great results for many of our major corporations. However, most adult education operations cannot afford the large outlays necessary for the use of this media. This is not to say that the results would not be spectacular, but most adult education efforts do not have the kind of operating margin needed to underwrite the cost.

Direct Mail Advertising

Everyone in the U.S. with a mail box is surely familiar with direct-mail advertising, or "junk mail" as it is often called. It is true that some direct-mail is junk. However, it can be a very good method of advertising. It is the single most used method of promoting adult and continuing education programs.

Types of direct-mail materials appropriate for advertising continuing education activities include the following:

Tabloids
Flyers
Postcards
Letters
Catalogs
Envelope Enclosures

Obviously with the use of any of the previously mentioned mailers, an up-to-date mailing list is a necessity. Unless you are doing a "shotgun" type of mailing to all addresses in a given area, you will want to go about selecting your mailing lists with considerable care. Some of the sources you may be able to use if you build your own list are as follows:

Alumni (Both Adult Continuing Education & Day Students)
Service Clubs
Parent-teacher Associations
Professional Organizations
Women's Clubs
Fraternal Organizations
Churches
Telephone Directories
Chamber of Commerce
Public Schools
Company House Organs

The type of adult and continuing education effort you are promoting will have considerable bearing upon what resources you use in developing a mailing list. For example, if you are promoting a vocational short course for nurses, one logical place to obtain a list of names is from the local or regional nurses association. Such lists are normally not complete but they are a good place to start. Chances are that you will be able to find a list for almost any group of adults that you would identify as a target group for an adult and continuing education activity.

Strengths of Direct Mail Marketing

1. Results can be measured more accurately through the use of preaddressed reply cards or envelopes with a postage-guaranteed stamp.
2. The continuing education activity controls the timing of the message.
3. The audience can be selected and defined very carefully and the mailing made accordingly. (e.g., A mailing to bank employees regarding American Institute of Banking offering)
4. The message that the potential adult student receives stands alone. It is not competing at that minute with advertisements from a variety of merchandisers.
5. With the use of direct mail there is no wasted circulation. Everyone receiving the continuing education promotional message is a potential student.

Weaknesses of Direct Mail Marketing

1. The receiver of the direct mail piece may not read the message.
2. If the address is not handwritten, it may be considered somewhat impersonal in nature.

3. The direct mail piece must be eye-appealing if it is to be effective. Is the expertise available to the adult and continuing education manager that is necessary in the development of effective direct mail?
4. The adult and continuing education staff members who are involved must have a working knowledge of the applicable postal regulations that relate to direct mail such as classes of mail, rates, permits, etc. This information is available from your local U.S. Post Office.
5. Although it is true that direct mail advertising programs have a great deal of potential, it must be remembered that the rate of return may be as low as 1 to 2 percent or less.

Although direct mail is one of the oldest types of advertising media in the U.S., it is still one of the most effective for many types of programs. Adult and continuing education managers will find this approach to be one of the most effective advertising expenditures. In addition to immediate returns, a well-conducted direct mail program can do a great deal to strengthen the image of the sponsoring institution and the adult and continuing education department.

Five examples of direct mail promotional copy, all from the same community, are presented in the appendix. The first is from a university (Appendix C), a second from a two year community college (Appendix D), a third from the local school district (Appendix E), a fourth from the YWCA Adult Education Program (Appendix F), and fifth, a listing of classes for employees of a large insurance company (Appendix G).

Outdoor Advertising

The remaining types of advertising may be somewhat less popular. However, each can be very effective in a particular situation. Outdoor advertising is familiar to most of us because of our great dependence upon the automobile and our considerable amount of mobility. Billboards are probably the most widely used type of outdoor advertising although considerable use by advertisers is also made of smaller type signs. This type of advertising has traditionally been used rather sparingly for purposes of advertising adult and continuing education programs. One of the basic reasons is the permanence of this type of advertising, while another is the cost. Billboards cost approximately $100-$150 per board per month plus paper for a board in Des Moines, Iowa. Painted billboards are more expensive, averaging approximately $750 per month. For adult and continuing education purposes, outdoor advertising would appear to be limited primarily to institutional types of messages or for some types of programs that are long-term duration such as the GED. (General Educational Development).

Specialty Advertising

Another type of advertising that appears to lend itself very well to adult and continuing education promotion is specialty advertising. Specialty advertising derives its names from the types of media used to deliver the message. Commonly used are items such as matchbooks, calendars, pencils, ashtrays, paperweights and many other similar type items. Costs are very simple to control with speciality advertising. The purchaser of these types of imprinted items simply places an order for a known quantity at a given price. Even though the development and purchase of this type of advertising is a relatively simple process, conversely, measuring the effectiveness is a very complex process.

In House Advertisements

Adult and continuing education managers may also use another type of promotion, that of in-house public relations. In addition to good personal relations between the continuing education staff and other fellow employees, it is also important to maintain good written communications between the two groups.

Traveling Advertisements

Traveling advertisements are also another form of promotion that lends itself primarily to institutional types of messages for the adult and continuing education manager. In larger populated areas, car cards are often sold for placement in buses, trains, and other types of public conveyances.

Personal Contact

Personal contact with management in business and industry may also prove to be a valuable approach. Such contacts may result in requests for specific inservice courses, news releases in an organization publication, announcement of course offerings on company bulletin boards and various other beneficial locations. Employees within your organization may well be potential students. This may be particularly true in a business or industry if you have responsibilities for staff development. Don't overlook that every employee within your institution or agency is a potential goodwill ambassador for adult and continuing education programs. Word of mouth advertising may be the most effective media of all.

WHEN TO USE VARIOUS MEDIA

Newspaper	1. Use the newspaper when you wish to reach the general adult population in a given locale or geographic area.
	2. When immediate results are expected.
	3. When you want the potential adult learner to have some written material to use as a reference.
Radio	1. Use radio when your message is brief and fast moving.
	2. When your audience does not need a written reference.
	3. When repetition is highly desirable.
	4. When the message is simple and does not require detailed instructions to precipitate action.
	5. When a visual display is unnecessary.
	6. When a personal appeal to the general adult population is desired.
Television	1. Use television as the media when you are trying to reach the general public.
	2. When a "show and tell" message is needed.
	3. When a broad offering of continuing education programs justifies a large expenditure.
	4. When a brief visual and oral message is adequate, thus precluding the need for a written reference.
Direct Mail	1. Use direct mail as the media when you have accurately identified an audience.
	2. When you want to provide every residence in a given area with a brochure or flyer relating to adult and continuing education offerings.
	3. When you want immediate action on the part of the recipient via the mailing of a registration form.
	4. When a personal message is desired.
Outdoor and Traveling	1. Use outdoor and traveling advertisements when you want to repeat a message time after time.
	2. When permanence is important.
	3. When you basically wish to use a short, institutional type message.

Specialty

1. Use specialty advertisements when you have constituents that you wish to recognize.
2. When you want to participate in a special promotional effort such as special retail sales.
3. When a simple advertising message over a long period of time is desired.
4. When you want to create goodwill.

In-House

1. Use in-house communication to relay various advertising messages whenever possible.
2. When you want to use employees to promote the adult and continuing education program.
3. When you want to involve your fellow employees in the adult and continuing education program.

When Can Results Be Expected?

A natural concern regardless of the type of media under consideration is the amount of time that might elapse before one can expect results of the advertising and promotional program to become visible. Figure 2 lists the type of media and the time lapse prior to expecting results.

Figure 2
Timeline for Media Results

Types of Media	*Time Lapse Prior to Expected Results*
Newspaper	One day after the ad appears to one week
Radio	Immediately to three to four days later
Television	Immediately to three to four days later
Direct Mail	One day after the recipient receives the announcement up to two or three weeks later
Outdoor Ads Specialty Items Traveling Ads	An indeterminate amount of time depending upon the message. If institutional, effectiveness is difficult to measure.
In-House	In-house advertising is difficult to measure; an indeterminate time span.

MESSAGE PREPARATION FOR THE VARIOUS MEDIA

Of natural concern to every adult and continuing education manager charged with the responsibility of preparing and developing an advertising and promotional campaign is the extent to which they themselves must become involved in this important, but potentially time consuming activity. This is of particular significance when one realizes that most adult and continuing education programs cannot afford the luxury of employing a copywriter or an advertising agency. Following are those basic types of media and the material needed by the media staff, where applicable, in the development of an effective adult and continuing education message.

Type of Media	*Material Needed Prior to Executing the Advertisement*
Newspaper	1. A concise well rounded headline. 2. Illustrations that simplify copy. 3. Factual copy with a reference to providing learner-creating value satisfactions.
Radio	1. Fast-moving, factual copy with at least an implied reference to providing learner-creating value satisfaction. 2. Words comprising the message are simple but concrete. 3. Repetition of key points greatly strengthens a radio advertisement. 4. Suggest action.
Television	1. Material to be presented orally should adhere basically to the guidelines for radio copy. 2. The visual material, if not confined to an announcer and copy, should use color if at all possible. 3. The visual material should depict some action. 4. Incorporate more than one selling message into the ad.
Direct Mail	1. Written material should adhere basically to the guidelines for radio. 2. If applicable, provide the reader with more than one reason to take positive action. 3. Visual illustrations should simplify copy and promote action.

Outdoor/Traveling Advertisements	1. Letters and illustrations should be of relatively large size in relation to the size of the signboard. 2. Repeat a certain theme in several locations. 3. Limit the number of words to fewer than 10 as a general rule.
Specialty	1. The courtesy favors should be colorful. 2. In general, limit the number of words to institutional identification, with the exception of calendars. 3. Utilize as courtesy favors a useful item. 4. If possible, courtesy favors should relate to the program or services provided.

EVALUATION—A FORM OF PROMOTION

An effective advertising and promotional program requires a considerable expenditure in both dollars and institutional energy. It is important to determine the effectiveness of these efforts. The following paragraphs identify and provide a brief explanation of four different approaches that can be used in the evaluation of promotion by the continuing education manager.

1. Administer a course evaluation during the last session of class or workshop. In addition to questions relating to instructional aspects of the continuing education activity questions can be asked as to how the enrollees became aware of this particular offering. An example of this type of form is presented in the appendix (Appendix F).
2. Another research technique often used in business, but seldom used in education is that of "Motivation Research." This approach involves an in-depth interview in an attempt to learn why people respond as they do to advertisements and various other promotional techniques. By instituting this type of research, the manager would be obtaining a complete response from a random sampling of present or past adult education students. The key to this approach is the application of fairly sophisticated psychological survey techniques to a limited number of people.
3. A similar type of research technique to that of motivation research is that of "projective techniques." This methodology attempts to anticipate how an individual from a potential target audience will react when confronted with a particular advertising approach. Again, the adult and continuing education manager choosing to

use this technique is placing considerable importance on obtaining a complete response from a limited audience.

4. Coded or check-off types of registration forms can be used to partially determine the response from a particular advertisement or series of advertisements. This form of evaluation is most effective when only one type of advertising media is utilized.

PRICING ADULT AND CONTINUING EDUCATION

Traditionally, adult and continuing education programs have been oriented toward semester hours of credit or, say, 10-2 or 10-3 hour sessions for most non-credit courses. Prices have been all too closely allied to a cost per hour or credit, as if every activity cost the same amount. We need to think in terms of packaging continuing education programs in various time frames designed to meet the needs of the learner and pricing these activities in relationship to the kinds of costs incurred. In establishing a pricing policy, it is important that the manager of adult and continuing education programs consider the following factors:

- Formulate an objective for your pricing policy.
- Supply and demand may be in effect to some extent for many programs.
- Pricing strategy must relate to the selected audience.
- Cost plus a percentage is one method of pricing.
- Prices are always a test of the market.
- Cost ieader pricing may be used (low prices to establish the initial market)
- Consider each individual program offering when pricing.

IN CONCLUSION

As the effect of the lower number of births begins to be further noticed through shrinking enrollments of elementary-secondary students, more and more institutions will begin to take a serious look at adult and continuing education as a means of supporting their very existence. Consequently, additional pressures will be placed on the adult and continuing education managers to produce new enrollments from the so-called non-traditional segment of our population. These demands will in turn require that successful managers become increasingly skilled in developing promotional campaigns that sell concepts and ideas. Advertising will continue to increase its influence over certain aspects of American life, and continuing education will be no exception. Elmo Roper, the public opinion analyst has this to say about the future of advertising:

> I have a feeling that advertising is going to be a particularly exciting field to be in during the decade to come. I think major changes will take place that will significantly alter its concept, will give it new dimensions and will change the basis on which it is planned and carried out. The first change I expect to take place is that there will be more advertising devoted to the transmission of ideas, rather than simply to the selling of products. (Roper, 1971, p. 737)

The adult and continuing education manager must surely adopt these new concepts and apply them to the marketing efforts for his or her program. In adult and continuing education, the potential adult learner becomes the pivot point about which the continuing education program manager moves in operating the program for the best interests of all concerned. This approach does not in any way signify a diminishing of appropriate academic standards for any particular program. It may however help to ensure that the business of adult and continuing education is truly life long. Noted marketing professor and consultant, Theodore Levitt has the following to say about the railroad industry and their refusal to be customer oriented:

> The railroads did not stop growing because the need for passenger and freight transportation declined. That grew. The railroads are in trouble today not because the need was filled by others (cars, trucks, airplanes, even telephones), but because it was not filled by the railroads themselves. The reason they defined their industry wrong was because they were railroad-oriented instead of transportation-oriented; they were product-oriented instead of customer-oriented. (Levitt, 1962, pp. 39-40)

If the adult and continuing education manager in the traditional educational institution is to avoid the same problems Levitt points out, then surely the advertising and promotion program must consider the needs and related interests of the potential adult student. A promotional campaign based on these interests most surely will succeed.

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Appendix A

THREE SAMPLES OF NEWSPAPER ARTICLES

Night classes pay off for Paulos

When spring quarter graduation ceremonies were over Thursday evening at Indian Hills Community College, Nathan Paulos had completed the first step toward a long-sought goal.

Paulos, 31, of Ottumwa has earned his associate of arts degree by completing 60 semester hours of college credit through Indian Hills adult evening courses.

It hasn't been easy. He works for Ottumwa Water Works on its "pipe gang" hydrant crew.

"There were many evenings when I would come home really exhausted and then I had to go to class or study assignments," Paulos said.

A 1966 graudate of Ottumwa High School, he returned to the Ottumwa area after serving four years in the Air Force as an aircraft mechanic. He worked at Everco Industries and for John Morrell and Co. before he began with the waterworks in 1972.

"I had enrolled in several of the general interest courses offered through the adult education division," he said. "I have my real estate license. It was through Indian Hills I took a course in real estate sales."

Paulos began his college credit courses in the fall semester of 1974.

"I've always carried three or four courses every semester since then," he said. Each course earns two or three semester hours of credit. Classes are 15 weeks in length and meet for 30 or 45 hours.

Although he hasn't much free time, his wife Dixie has given him encouragement.

"I haven't taken all of my classes at the Ottumwa campus," he said. "I enrolled in an Indian Hills course offered at the Fairfield High School and I've taken some at the college's Lifetime Learning Center in downtown Ottumwa."

Of the 60 semester hours needed for the degree, 30 are required hours in English, speech, math and science, social studies and humanities. The remaining hours may be completed with elective courses.

"I guess I have enjoyed my courses in the psychology area the most," he said. "I've enrolled in as many psych-related courses as I could. The class atmosphere is great. People are there because they want to be there. . . .

"I'm happy I've graduated. Now I can begin contemplating where I will take my junior-and senior-level courses in pursuit of a bachelor's degree."

Grace Wicks helps people in building a new life

By LEWIS DEBO
Information director
Indian Hills College

These are truly "golden years" for Grace Wick because she took the advice of a friend who urged her to "get out of your shell." She's having the time of her life as a volunteer one-to-one instructor at the Indian Hills Lifetime Learning Center, 105 N. Green St.

Some of the people she assists have missed, for various reasons, the very basics of reading, writing and arithmetic. One student in whom she takes particular pride is a man with a family who had been turned away from some of the simplest jobs because he could not read. With a program tailored to his own needs, he overcame the handicap and went on to the Indian Hills Ottumwa campus to train for a skilled occupation.

"It grows on me just to see these people building a new life," said Mrs. Wick. "If you've had a small part in it, you are wealthy."

Such is her pay for her service as a volunteer teacher. At the beginning a year or so ago, she just intended to work a few hours, but what she is doing gives her so much satisfaction that she's at the center daily from 9 a.m. until 3 p.m. The regular staff appreciates her so much that she has her own small office with her name above the door.

As the daughter of a Baptist preacher and the wife of a chautauqua man, Grace Wick was on the move during much of her life. She was born in Pennsylvania and came to Iowa at an early age. Her first teaching experience was at Rockwell City while taking normal training at Central University at Pella, now Central College.

She attended Drake and other colleges and received her bachelor degree in music from Parsons College in Fairfield in 1912. As a contralto soloist she was a performer in the chautauqua which her late husband, Herbert S. Wick, operated in partnership with Frank Travers. Later she taught school in various locations.

"Mr. Wick died in 1974 after an extended illness. We lost our two children, a boy and a girl, so I found myself very withdrawn until I discovered this opportunity," she said. "It's been a revival and I'm enjoying it very much."

It is Mrs. Wick's philosophy that every child has the right to be born into a home with loving care. Unfortunately, that and other measures of equality escape many people—but fortunately there are people like Grace Wick who do their best to make amends.

She's thoroughly sold on the principles of the Lifetime Learning Center—that learning is something to continue throughout life and that each individual should be given the opportunity to develop his greatest potential. At the Center they are treated as individuals, their instruction is tailored to meet their personal needs, and their schedules are arranged for them to utilize whatever time they have available.

"There is something very important about working with young people," she said. "I have great faith in youth. As you talk to them they are developing serious thoughts between facts and fancy. They are really trying. They are learning self confidence—that they can do something when they try. And what a thrill it is when they say, 'Thank you so much!'"

Indian Hills GEDs graduate

The lady came to the platform, received a citation for outstanding service, then turned around and kissed the preacher who had given the invocation.

It was proper and appropriate, for the lady is Phyllis Bartruff, who was honored as the outstanding teacher recently when high school equivalency certificates were awarded by Indian Hills Community College to 157 men and women who qualified through the General Educational Development (GED) program during the past year.

The preacher is Phyllis Bartruff's husband, the Rev. Wayne Bartruff, pastor of the United Methodist Church at Fairfield.

Hers was one of two surprise awards made during the graduation program. The other was the "volunteer of the year" recognition given to Grace Wick of Ottumwa for her srevices at the Lifetime Learning Center. Five days a week she goes to the Indian Hills downtown center at 105 N. Green to tutor students.

A 1912 graduate of Parsons College, she says she came out of retirement to do something that she thoroughly enjoys.

Mrs. Bartruff is in her fifth year as a teacher in Adult Basic Education (ABE). The Bartruffs live at 205 N. Court in Fairfield and have five children ranging in age from 17 to 26.

She is a member of the Iowa Association for Lifelong Learning and also the ABE advisory committee.

Dr. Robert Benton, state superintendent of public instruction, congratulated the graduates for having realized that "we must start from where we are; we cannot start all over again from scratch." He said that 300,000 persons have been involved with the state's community colleges, about 10 per cent of the population.

Betty Ward, a native of Clarinda now with the U.S. Office of Education in Washington, was a guest at the graduation.

Ed Green, department chairman of adult education, awarded the diplomas. Dr. Stephen Poort, dean of instruction, introduced the speaker, ABE and GED instructors in the 10 counties of Area 15 were given special recognition.

A list of graduates was published earlier. Those who have qualified since then are:

Jenny Harper and Debbie Jack of Ottumwa; Michael Stone and Bruce Thompson of Albia; Carolyn Long of Searsboro; Allen Lanser of Oskaloosa; Max Martin, Laura Martin, Olive Tomlin and Casey Dowd of Moravia; Rebecca Chapman and Neida Stevens of Seymour.

Also Eileen McGrann and Peggy Coady of Mystic; Carol Christy of Humeston; Pat Naill, Linda Wood, Richard Lindley, Terry Ryals and Edye Rogers of Centerville; Nettie Tuttle of Corydon; Juanite Terry of Cincinnat; Daniel Kurtz of Fairfield; and Charlene Ver Kuilen and Cinda Sadler of Livonia, Mo.

Appendix B

PUBLIC SERVICE SAMPLE RADIO SPOTS

20 second spot

You can't build a solid future on a shaky base. If you "struck out" in your early years of school, you may need Indian Hills' new program "BASE for Everyday Living." Don't wait! Get your basic reading and math skills now!

Call 682-8081 and ask for Adult Education. That's 682-8081.

30 second

Can't get to first base with your life? Maybe you didn't get the educational foundation you needed way back in the first few years of school.

If you'd like to get those basic skills now, a new program called BASE for Everyday Living may be for you. It's free and starting soon.

Call 682-8081 and ask for adult education.

30 second

"Bunter Bob" can't seem to get to first base with his life. He can't keep his own checkbook or order things from a catalog or even get his driver's license.

Bob is one of the millions of adults in the United States who cannot read. He needs a teacher who will set up a program just for him.

Indian Hills Community College is now offering a free program BASE for Everyday Living for adults who need instruction in basic skills.

Call today for more information. Ask for adult education at Indian Hills, 682-8081.

60 second spot for KBIZ

Did you miss out on your basic skills way back in elementary school? If so, you are not alone. Millions of adults don't have the skills needed to use a phone book, or complete an application form—to balance a checkbook or get a driver's license.

Indian Hills has a new program called "BASE for Everyday Living." In this program, you help choose the "Basic Adult Skill Essentials" you feel you need. Then *we* help you get them.

Classes start the week of April 5 at Pickwick Library in South Ottumwa and at the Lifetime Learning Center in the old Y North.

Call and tell us about your educational needs. If this program isn't for you, maybe we have one that is.

Call 682-8081 and ask for Adult Education. That's 682-8081.

Appendix C

Examples of Non Credit Continuing Education Programs offered by Drake University Des Moines, Iowa

conferences
& institutes

Non-Credit Conferences, Institutes, Short Courses and Professional Development Programs

Continuing Education institutes, short courses, and conferences are offered by the Division of Conferences and Institutes, Director, 1162 - 27th St., (515) 271-2525 or 1-800-362-2416 toll free in Iowa.

Participants in most programs will be awarded Continuing Education Units (CEU's). The Continuing Education Unit is a nationally recognized standard method measurement one earns for participating in qualified programs of continuing education. Under this system, one unit is awarded for every 10 hours of class participation. Drake University will maintain your composite list of CEU's and will transfer this confidential record upon your request.

Insurance

IIA Insurance Classes

Insurance Institute of America courses are offered for specific functional entry level insurance personnel. These courses are designed to prepare students to pass IIA tests given in December.

U-INS 21 IIA Part 21, General Principles of Insurance
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 4, Ball, Mer 238
Tuition $75.00

Concern is with developing an understanding of the basic principles of insurance as well as the nature and operation of the insurance business. Emphasis is given to the principles which underlie the entire field of insurance.

U-INS 23 IIA Part 23, Casualty Insurance
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 4, Pace, Mer 201
Tuition $75.00

Principal emphasis is placed on understanding coverages, policy provisions, and concepts peculiar to the common casualty, surety, and multiple-line contracts. Contracts studied include the Standard, Family and Special Automobile, Employers' Liability and Worker's Compensation, Owner's, Landlord's, and Tenant's Liability, Comprehensive General Liability, Comprehensive Personal Liability, and life and health coverages, and the liability insurance aspects of modern multiple-line contracts.

U-INS 36 ADJ 36, Liability Insurance Adjusting
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 4, F. Short, Mer 206
Tuition $75.00

In-depth examination of the concepts of legal duty and damages. Introduction to medical knowledge needed by adjustors, relationships with lawyer and physician, and special problems of workers' compensation claims. Course presupposes a knowledge of the subject matter covered in ADJ 32 and INS 23 but the exams in those are not manadatory.

U-INS 61 UND 61, Principles of Property and Liability Underwriting
Sec. 705, 3 CEU's Tues., 4:00-6:00, Sept. 12-Dec. 5, Jones, Mer 207
Tuition $75.00

The course introduces candidates to underwriting decision-making on two levels—individual risk underwriting and the underwriting management of an entire book of business. A discussion of the underwriting function, its nature, purpose, and organization, is followed by an analysis of the underwriting decision-making process. This course presumes knowledge of the topics covered by IIA Parts 21, 22, and 23 although this knowledge could also be obtained by company training programs or experience.

U-INS 63 UND 63, Commercial Lines Underwriting
Sec. 705, 3 CEU's, Wed., 4:00-6:00, Sept. 13-Dec. 6, Lussem, Mer 207
Tuition $75.00

Application of the decision-making process to commercial liability risks. The cases studies examine not only the major types of commercial liability insurance but also such topics as the use of reinsurance and surplus lines and the handling of special accounts and large risks.

CPCU Insurance Classes

Chartered Property and Casualty Underwriter courses designed for advanced insurance personnel. Courses are designed to prepare students for CPCU exams in January.

U-INS 101 CPCU Part 1, Principles of Risk Management and Insurance
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 18, Brooks, Mer 232
Tuition $75.00

This one-semester course will describe the risk management framework and discuss the insurance environment, basic legal concepts, and fundamentals of insurance contracts.

U-INS 103 CPCU Part 3, Commercial Property Loss Exposures
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 18, Sticken, Mer 234
Tuition $75.00

This one-semester course will apply the risk management process and concepts to commercial property and liability exposures. The literature, including case studies, will focus on the various property-liability loss exposures which confront firms, and analyze those exposures and alternative methods of treatment, including a detailed analysis of insurance coverages.

U-INS 105 CPCU Part 5, Insurance Company Operations
Sec. 705, 3 CEU's, Mon., 4:00—6:00, Sept. 11—Dec. 18, Crane, Mer 228
Tuition $75.00

This one-semester course will examine insurance marketing, underwriting, reinsurance, rate making, loss and claims adjusting, loss control activities, and other insurer functions and activities.

U-INS 107 CPCU Part 7, Management
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 18, L. Short, Mer 203
Tuition $75.00

This one-semester course will cover general management principles and will include an introduction to management information systems.

U-INS 109 CPCU Part 9, Economics
Sec. 705, 3 CEU's, Mon., 4:00-6:00, Sept. 11-Dec. 18, Newkirk, Mer 229
Tuition $75.00

This one-semester course will cover general economic principles at both the macro and micro levels.

Insurance License Qualification Courses

Drake offers short, intensive review courses for individuals preparing for the State Licensing examinations. Courses are offered in the following areas:

General Section
Introduction to insurance, the insurance device, the insurance industry, regulation of the insurance industry, and the legal framework of insurance. Sept. 17—18, Oct 29—30, Dec. 3—4.

Personal Lines
Fire insurance, the modern dwelling and content forms, homeowners policies, national flood insurance, legal liability and general liability, automobile insurance, and crop-hail coverage. Sept. 18—20, Oct. 30—Nov. 1, Dec. 4—6.

Commercial Lines
Commercial fire insurance, consequential loss coverage, boiler and machinery, inland marine insurance, bonds, crime coverage, general liability, commercial automobile, workmen's compensation, and the special multiperil program. Aug. 14—16, Oct. 16—18, Dec. 18—20.

Life Insurance
Types of life insurance policies, uses of life insurance, business uses of life insurance, the life insurance contract, special life insurance forms, special annuity forms, programming life insurance estate planning, selection of risks and special markets. Sept. 12—13, Nov. 14—15.

Accident and Health
The human life value concept, health insurance history, growth of health insurance, economic value, transfer of risk, nature of health insurance, types of insurance, evaluating the risk and claims, regulations. Nov. 28

Credit Life and Disability
An examination of the history and growth of consumer credit life and disability insurance, the current marketplace, how the policies operate, and the regulation of credit insurance.

These programs are presented on an on-going schedule throughout the year. For specific dates contact College for Continuing Education, 271-2525.

Business and Management

Fundamentals of Management for Quality Control Supervisors
Aug. 22-24, Webster Inn, 1.8 CEU's, Fee $425.00
This course is designed especially to help the quality control supervisors establish a management standard for quality select, train and evaluate employees, prevent and identify problems, collect and analyze statistical data.

Credit Management
Sept. 11-12, Webster Inn, 1.2 CEU's, Fee $330.00
A seminar to assist credit managers to better evaluate credit capacity of customers, determine amount of credit that should be extended, use of computer as a warning system and improve credit collection procedures.

Management for Executive Secretaries
Sept. 28-29, Webster Inn, 1.2 CEU's, Fee $330.00
An intensive seminar which assists executive secretaries and administrative assistants to do their jobs more easily, initiate their own career path, assume more managerial duties and improve the readability of written communications.

Marketing Planning
Oct. 26-27, Webster Inn, 1.8 CEU's, Fee $425.00
A seminar designed for marketing managers caught in the competitive and changing environment of business. This course helps managers to mobilize the resources and energies of their business through setting and organizing marketing objectives and plans, both short-term and long-term, for profits and growth.

Preventive Maintenance
Nov. 1-3, Hilton Inn, 1.8 CEU's, Fee $425.00
A seminar designed to save your company time and money through exploring how to establish and implement a preventive maintenance system, including information on scheduling, reports, procedures, computerized systems, resource requirements, dollar allocations, management cooperation, and training procedures.

First Line Manufacturing
Nov. 27-29, Hilton Inn, 1.8 CEU's, Fee $425.00
A seminar to help the first line manufacturing supervisor, as the buffer between top management and the work force, to organize and set priorities, establish effective working relationships and communication, make rational decisions, handle discipline problems and train employees.

Management for Warehouse Supervisors
Dec. 14-15, Hyatt House, 1.2 CEU's, Fee $330.00
This seminar deals with the systematic organization of specific warehouse managerial tasks for efficient and cost effective performance.

First Line Management
Tues.-Fri., Oct. 31, Nov. 1-3, Webster Inn, 2.4 CEU's, Fee $275.00
Faculty: Prentice/Short
An intensive four-day seminar to enable first line managers to define their role and to increase supervisory skills in such areas as communication, decision-making and motivation.

Statistics, Finance and Accounting

C.P.A. Review
Saturdays, Aug. 26-Oct. 28, 9:00-4:00, Fee $350.00
A sixty-hour course for persons preparing for the C.P.A. examination. The course extensively covers the four parts of the exam: Practice, Auditing, Law and Theory. Individuals may enroll for the separate sections if they have previously passed some sections of the exam. All classes are taught by the faculty member most familiar with the particular subject.

Finance and Accounting for the Non-Financial Executive
Sept. 28-29, 9:00-5:00, Webster Inn, 1.4 CEU's, Fee $150.00
Faculty: Tearney/Tiernan
The objective of this workshop is to provide a conceptual framework in decision-making for the non-financial manager and to familiarize him/her with the terminology techniques and practices of finance and accounting.

Statistics for the Non-Statistician
Oct. 19-20, Olmsted, 1.2 CEU's, Fee $150.00
Faculty: S. Wright
Nov. 9-10, Webster Inn, 1.2 CEU's, Fee $150.00
Faculty: S. Wright
A two-day seminar focused on basic statistical analysis data gathering and tools used in statistical reporting and research. The course is geared to the non-therotician who needs practical and applicable knowledge of statistics.

Law

A complete listing of all Drake University Continuing Legal Education Programs will be available in August. For further information, please contact Prof. Don Polden, Director, CLE, Drake University Law School (271-2952) or the Office of Conferences & Institutes (271-2525).

Annual General Practice Review
Sept. 11-12, Webster Inn, 1.8 CEU's, Fee $100.00

Pharmacy

Drake University has been designated by the American Pharmaceutical Association as an official provider of continuing pharmacy education. For detailed information on the following courses, contact Dr. Phil Levine, Director, Continuing Pharmacy Education, Drake University (271-2110).

Rheumatoid Arthritis—Inflammatory Diseases
Ambulatory and Institutional Patient Management
Tues., Sept. 5, 8:30-4:00, Creighton University, Omaha, 1.0 CEU's, Fee $45.00

women's programs

Women's Programs

The Division of Women's Programs offers programs and services appropriate to the changing options and varies life stages of contemporary women. The Community Career Planning Center for Women offers workshops and individual consultation in life and career planning. Short courses, credit courses, and supportive services available this Fall through the division are described in this section.

Career/Life Planning

Community Career Planning Center For Women

Women's Programs is cooperatively affiliated with the Community Career Planning Center for Women, 1158-27th St., Des Moines, 50311; Ph. 271-2915; open Monday through Friday 9:00 a.m.-5:00 p.m., Monday evenings 7:00-9:00 p.m., and Saturday mornings 9:00 a.m.-12:00 noon. The Center is funded by Drake University Women's Programs and the Des Moines Junior League. The Greater Des Moines YWCA is a cooperating agency.

SERVICES:

Individual Consultation—no fee—(subsidized.) Appointments are encouraged.

Resume Consultation—$10

Resource Library for Women—no fee—(subsidized).

Job File—no fee—(subsidized).

Testing—fees vary. A variety of interest tests are available. Contact the Center to find out which tests would be most helpful for you.

Employer listings—no fee. Employers may list open positions.

WORKSHOPS:

Career/Life Planning

Wednesdays, Sept. 20-Oct. 25, 7:00-10:00 p.m.

Thursdays, Oct. 12-Nov. 16, 9:00 a.m.-Noon, Fee: $40, Facilitators: Ann Witmer, Hedy Fritz

A six-session workshop designed to help participants assess skills and interests, clarify values, understand personal motivators and detractors, analyze present life situations, and make decisions concerning a career/life plan.

Career Campaign

Friday, Oct. 13, 6:00-10:00 p.m.

Saturday, Oct. 14, 9:00 a.m.-4:00 p.m., Fee: $50, Facilitators: Barbara Dittmar, Margie Nahnsen

A workshop designed for people wanting to change jobs, or develop new career directions and options. Emphasis is on the analysis of past successes in terms of identifying skills, exploring different ways of tackling the job market, and seeing hidden job possibilities; looking at interviewing as the key to finding job satisfaction, and developing a network of contacts in the community which will lead to successful career choice.

Stress Management

Saturday, Nov. 4, 9:00 a.m.-4:00 p.m., Fee: $25, Facilitator: Jacque Eilbert Andrew

A one-day workshop which will explore the negative and positive effects of stress on both our physiological and psychological selves. A variety of coping mechanisms and the opportunity to practice them will be presented.

Dual Career Couples

Friday, Oct. 27, 6:00-10:00 p.m.

Saturday, Oct. 28, 9:00 a.m.-4:00 p.m., Fee: $75 per couple, Facilitators: Don and Rachel Christensen

A weekend workshop for couples, content will include communication skills, examination of a balanced life style, the issues of identity, and mutual support.

Employee-Employer Rights and Responsibilities

Thursday, Nov. 2, 9:00 a.m.-4:00 p.m., The Webster Inn, Fee: $20, Coordinator: Elizabeth Burmeister

Co-sponsored with Small Business Administration, a one-day workshop for small business owners and managers designed to give practical information on the selection and retention of employees and the rights and responsibilities of the employer and the employee.

Survival Skills for Employed Minority Women

Wednesdays, Sept. 13-Oct. 4, 5:10-7:40 p.m., Ruan Center, Fee: $30, Facilitator: Yvonne Gates

Course designed to help achieve fuller, more meaningful employment. Emphasis placed on interpersonal work relationships, coping with discrimination, self-appraisal and basic human rights.

Career Planning for Employed Minority Women

Wednesdays, Oct. 12-Nov. 16, 7:00-9:30 p.m., Fee: $40, Facilitator: Yvonne Gates

Assist in awareness and appreciation of one's own unique abilities. Specific topics relate to concept of career planning strategies for upward mobility, exploration of existing skills, interest and abilities, organizational structure and the realistic opportunities within such organization.

Career/Personal Development

Management Training

Managerial Skills for Executive Secretaries and Administrative Assistants

Thursday and Friday, Sept. 28-29, 9:00 a.m.-4:00 p.m.; Samuel Lloyd and Linda Stone; $330.00; Webster Inn; 1.2 CEU's

A course designed to increase secretarial and administrative skills for executive secretaries and administrative assistants and initiate and establish their own personal growth and career path.

Management Basics for Women

Wednesdays, Oct. 4-Nov. 8, 5:10-7:40 p.m.; Hedy Fritz and Marjorie Prentice; $65.00 or $35.00 for a single two-week session; Ruan Center, 16th Floor, Room 1 (Blue Cross Blue Shield Training Room); 1.5 CEU's

A workshop designed to present three basic elements of "managing." Useful tools for women aspiring to management positions.

Section I Skills to Communicate
Section II Skills to Make Decisions
Section III Skills to Work With People

Assertive Training for Women in Management (Weekend Format)

Friday evening, Sept. 29, 6:00-10:00 p.m. and Saturday, Sept. 30, 9:00 a.m.-4:00 p.m. plus Thursdays, Oct. 12 and 19, 5:10-7:40 p.m.; Hedy Fritz and Jo Fitz; $75.00 (includes Saturday lunch); Howard Johnsons Central (weekend session) and Iowa-Des Moines National Bank Training Center, 6th Floor, Room 1 (Thursday evenings); 1.5 CEU's

A course geared to the particular assertion needs of women in management positions. The course will begin with a weekend section on building an assertive belief system.

First Line Management

Tuesday through Friday, Oct. 31-Nov. 3, 9:00 a.m.-4:00 p.m.; Marjorie Prentice and Larry Short; $275.00; Webster Inn; 2.4 CEU's

An intensive four-day seminar to enable first line managers to define their role and increase supervisory skills in communication, decision making and motivation.

Assertive Training

Assertive Training for Women

Thursdays, Oct. 12-Nov. 16, 7:00-9:30 p.m.; Kathy Hamilton and Steve Schodde; $65.00; Olmsted Center; 1.5 CEU's

A six-week course designed to enable women to become more personally effective in stating their needs using assertive rather than non-assertive or aggressive behavior.

Specialized Career Training

Assertive Selling and Client Relations Skills for Women

Mondays, Oct. 2-Nov. 6, 7:00-9:30 p.m.; Barb Dittmar and Pat Humphrey; $75.00; Olmsted Center; 1.5 CEU's.

An application of the principles of assertion to increase sales and client relation skills effectiveness for women in sales, health professions and patient services, financial/insurance customer relations and information services.

Assertive Management for Men

Mondays, Oct. 9-Nov. 13, 5:10-7:40 p.m.; Bob Blosser and Jeff Grimes; $75.00; Northwestern Bell, Pioneer Room; 1.5 CEU's

A special assertive training course designed to meet the needs of men in management positions. Skills taught are based on the premise that good managers are both assertive and responsive.

Appendix D

Examples of Non Credit Continuing Education Programs offered by
Des Moines Area Community Collges
Ankeny, Iowa

Des Moines Area Community College

Classes will be held at College campuses, Adult Learning Centers and Local Schools.
Sign up for General Interest, Business and Industry, Adult Basic Education and/or College Level Classes.

HEALTH

Coordinator Susan Anderson (964-6353)

ACTIVITY DIRECTORS WORKSHOP (HLTE:524)
To orient selected individuals to the task of planning individualized activities for residents of long-term care institutions.
W Ap 12–May 17 42 hr 9 am–4 pm Bldg 6 Rm 12H $42
DMACC

ANATOMY AND PHYSIOLOGY FOR NURSES (HLTE:512) Review anatomy and physiology and its relationship to symptomology. Primary emphasis will be placed on physiology.
M W Ap 17–May 22 30 hr 7–9:30 pm $30
Iowa Meth Hosp School of Nursing, Classroom 2

ARRHYTHMIA INTERPRETATION FOR PARAMEDICAL PERSONNEL (HLTE:503) A course designed for ambulance personnel, ECG technicians, and other persons not directly connected to the patient care area. The course correlates theory with the clinical application.
T Th May 23–Ju 29 30 hr 7–9:30 pm $30
Iowa Luth Hosp School of Nursing, Classroom

BASIC CORONARY CARE TECHNIQUES (HLTE:501) Provides the theoretical background which is needed for individuals to function effectively in a coronary care unit. Areas of emphasis include clinical pathophysiologic aspects of coronary artery disease, basic principles of monitoring techniques, and interpretation of the Electrocardiogram.
T Th May 16–Au 17 70 hr 7–9:30 pm $65
Iowa Luth Hosp School of Nursing, Lecture Hall

FLUID AND ELECTROLYTES FOR NURSES—NURSE INSTRUCTED (HLTE:505) Emphasis on increasing knowledge and understanding of fluid and electrolytes, the role they play in maintaining and regaining the healthful status of the patient. The affects of acid base balance will also be included.
T Th Ap 11–May 16 20 hr 4–6 pm $20
Iowa Meth Hosp School of Nursing, Classroom 1

LABORATORY PROCEDURES FOR NURSES (HLTE:528) A study of common laboratory procedures used in hospitals including handling of specimens, collection and study of pathological entities which will cause abnormal results.
M W June 26–July 31 30 hr 7–9:30 pm $30
Iowa Luth Hosp School of Nursing, Classroom

MEDICAL TERMINOLOGY (HLTE:510) For individuals who work in or are preparing to work in medical records, doctors' offices, and insurance companies. Medical terminology and office methods will be discussed with a brief survey of anatomy.
M W Ap 17–May 26 24 hr 7–9 pm $25
M W June 19–July 28 24 hr 7–9 pm $25

EMERGENCY CARE

Coordinator Claudia Smith (964-6394)

BASIC CARDIAC LIFE SUPPORT LEVEL 2 (EMRC:501) Cardiopulmonary resuscitation according to guidelines of Iowa Heart Association.
SECTION I
W Ap 19–26 8 hr 6:30–10:30 pm Bldg 9 Rm 12 $9
SECTION II
T May 2–May 9 8 hr 6:30–10:30 pm Bldg 9 Rm 12 $9
SECTION III
W July 12–19 8 hr 6:30–10:30 pm Bldg 9 Rm 12 $9
SECTION IV
T W July 18–19 8 hr 6:30–10:30 pm Bldg 9 Rm 13 $9

BASIC CARDIAC LIFE SUPPORT—INSTRUCTOR WORKSHOP (EMRC:502) Perfect performance on Recording-Ann Required. Includes techniques of teaching. Pre-registration required. Limited to 12 students.
SECTION I
Sat May 6–13 16 hr 9 am–5 pm Bldg 9 Rm 12 $20
SECTION II
T Th July 18–27 16 hr 6–10 pm Bldg 9 Rm 12 $20

EMERGENCY CARE (EMRC:504) OSHA approved. Students learn to perform initial care for medical emergencies they encounter in daily lives. Includes care of person with heart attack, broken bones, burns, poisoning, etc.
SECTION I
M W Ap 17–26 12 hr 7–10 pm Bldg 9 Rm 13 $12
SECTION II
T Th July 11–20 12 hr 7–10 pm Bldg 9 Rm 1 $12

EMERGENCY CARE WITH BASIC LIFE SUPPORT (EMRC:516) Learn to perform care for medical emergencies. Includes care of person with heart attack, broken bones, burns, poisoning, etc. Basic Life Support Level II certification included.
SECTION I
M W Ap 17–May 1 15 hr 7–10 pm Bldg 9 Rm 1 $16
SECTION II
T Th May 2–16 15 hr 7–10 pm Bldg 9 Rm 1 $16
SECTION II
T Th May 2–16 15 hr 7–10 pm Bldg 9 Rm 1 $16
SECTION III
M W July 10–24 15 hr 7–10 pm Bldg 9 Rm 1 $16

CRASH INJURY MANAGEMENT (EMRC:514) Detailed education to teach students to perform initial care for medical emergencies until ambulance personnel arrive. Highly recommended for individuals desiring more extensive training than EMRC:504.
M Th Ju 26–Au 17 45 hr 7–10 pm Bldg 9 Rm 12 $42

EMT-A CONTINUING EDUCATION (EMR:505) Designed to meet standards for EMT-A recertification. Minimum of 10 students required. Tu Ap 25–May 9 9 hr 7–10 pm Bldg 9 Rm 14 $9

BCLS RECERTIFICATION LEVEL 2 FOR EMT-A's (EMR:513) Designed to meet State Health Department and Iowa Heart recertification requirements.
Tu May 16–23 6 hr 7–10 pm Bldg 9 Rm 14 $8

NURSE AIDE & LONG TERM CARE

Coordinator Katy McNally (9646 399)

ACTIVITY PROGRAM FOR MALE RESIDENTS IN LONG TERM CARE (NRAO:516) To develop specific goals for men in regard to activities that can be programmed.
Th May 18 6 hr 8:30–4 pm DMACC Bldg 6 Rm 28 A&B $15

ASSESSMENT OF THE GERIATRIC PATIENT (NRAO:517) Review the health status of a given patient and incorporate techniques of examination that will more accurately assist the physician as he determines the health needs of the patient. Approved by the State Health Department for 10 contact hours for department heads.
F Ap 21–May 26 & Ju 9–July 14 18 hr 2–5 pm $15
Wesley Acres - Des Moines

EMERGENCY CARE (NRAO:519) Provide practical instruction in emergency care including airway management and obstructed airways, care in burns, cuts, epilepsy, diabetes and fractures. Approved by State Health Department for 10 contact hours for department heads.
T Th Ju 20–29 12 hr 6:30–9:30 pm Bldg 9 Rm 1 $12

INFECTION CONTROL (NRAO: 518) Gain information which will help you improve the infection control policies, procedures and manual for your facility. Approved for 10 contact hours for department heads by State Health Department.
W Ju 7–28 12 hr 2–5 pm DMACC Bldg 9 Rm 01A $10

MEDICATION AIDE (NRAO: 505) Thirty hours of classroom and ten hours of clinical experience designed to meet requirements of the State Health Department for individuals in INTERMEDIATE CARE FACILITIES ONLY. Prerequisites: 1) A certificate of completion from an approved 60-hour Nurse Aide Orderly course, 2) The recommendation in writing from your Director of Nursing, 3) One year work experience, and 4) Employment in an intermediate care facility.
M Th Ap 17–Ju 8 40 hr 1–4 pm DMACC Bldg 9 Rm 01A $37

NURSE AIDE ORDERLY TRAINING (NRAO:501 & NRAO: 510) - 120 hrs - For individuals with no previous training or with limited work experience in health care who wish to obtain employment in a hospital, nursing home, or geriatric center. The course consists of two 60-hour components. The first section meets the minimum requirements of the State Health Department for geriatrics. The second 60-hour component comprises the clinical experience and is held in the various Des Moines Hospitals. PRE-REGISTRATION REQUIRED AND WRITTEN APPLICATION NECESSARY PRIOR TO EACH CLASS OFFERINGS.
M-F 120 hrs 8:30 a-3 pm Urban Campus Rm 12 $30.50
BEGINNING CLASS DATES:
April 17 to May 12
May 1 to May 26
June 5 to June 30
June 19 to July 25
July 10 to Aug 4
July 31 to Aug 25

NURSE AID ORDERLY TRAINING (NRAO:510)-60 hrs. For individuals currently working in nursing homes. Approved by State Health Department.
M Th Ap 17–Ju 26 60 hr 7–10 pm Wesley Acres $24

BUSINESS & MANAGEMENT

Coordinator Wayne Neal (964-6393)

DATA PROCESSING

INTRODUCTION TO COMPUTER OPERATIONS (CMPO:501) The operation of a computer and related input-output equipment. Students will operate the IBM 360 Model 30. No data processing experience necessary.
T Th Ap 18–May 25 36 hr 6–9 pm Bldg 8 Rm 22 $33
T Th Ju27–Au 8 36 hr 6–9 pm Bldg 8 Rm 22 $33

INTRODUCTION TO PROGRAMMING (CMPP:501) For people with no programming experience. Topics: computer storage concepts, computer arithmetic, machine language, flowcharting, program structure and flow, language comparisons, operating systems and basic job control language.
M W Ap 17–May 24 36 hr 6–9 pm Bldg 8 Rm 18 $34
T Th Ap 18–May 25 36 hr 6–9 pm Bldg 8 Rm 18 $34
M W Ju 26–Au 7 36 hr 6–9 pm Bldg. 8 Rm 22 $34

PROGRAMMING IN BASIC WITH APPLICATIONS (CMPP:514) BASIC (Beginners All-prupose Symbolic Instruction Code), a simple but powerful language used by programmers in government, industry, high schools and colleges. Includes flowcharting techniques, data statements, output control, branching, and functions. For those who want to eventually write programs in BASIC as well as management personnel who desire an understanding of EDP capabilities.
M W Ap 17–May 24 36 hr 6–9 pm Bldg 8 Rm 11B $28

+ **SYSTEM 360/BAL-BASIC** (CMPP:506) After an introductory lecture orientation period, major class time will be devoted to laboratory environment instruction. Previous course work or experience in programming helpful. (3 cr)
M W Ap 17–May 24 36 hr 6–9 pm Bldg 8 Rm 22 $33

SUPERVISORY & MANAGEMENT DEVELOPMENT

+ **ADVENTURES IN ATTITUDES** (BSAD:501) Learn Human Relations through 75 group projects. Understand others by understanding yourself. Gain new insights into effective communication, managing your mind, attitudes and leadership, goal-setting and motivation. (3 Cr)
T Th Ap 18–May 18 30 hr 7–10 pm Bldg 6 Rm 20 $61
(includes $35 materials)

+ **ADVERTISING FOR SMALL BUSINESSES** (INDM;514) Co-sponsored by the SBA and designed to provide help in selecting advertising media. Topics include: direct-mail, newspapers, magazines, directory, radio and television, specialty, and guidelines to preparing your ad copy and determining and budget. (2 cr)
T Th Ap 18–May 11/20 hr 7–9:30 pm Bldg 6 Rm 12G $17

+ **FINANCIAL RECORDKEEPING FOR SMALL BUSINESSES** (INDM:516) A systems approach to (1) maintaining a record of all transactions, (2) protecting the assests from errors, fraud, and just plain carelessness, and (3) providing a basis for business planning by showing the results of past decisions and furnishing the facts needed for future decisions. Co-sponsored by the SBA. (2 Cr)
T Th Ap 18–May 11 24 hr 7–10 pm Bldg 6 Rm 12H $20

TRADE & INDUSTRY

Coordinator Gordon Rowe (964-6266)

AUTOMOTIVE AIR CONDITIONING (AUTM:506) Diagnose and troubleshoot common problems. Learn basic theory and parts. Practice service techniques and use of gauges.
W Ap 19–May 24 18 hr 6:30–9:30 pm Bldg 14 Rm 5A $20

AUTOMOBILE TUNE-UP PROCEDURES (AUTM:505) Learn about operation of meters and testing equipment, vehicle emission controls and specifications. Diagnose engine operation in class lab.
T Th Ap 18-May 11 24 hr 6:30-9:30 pm Bldg 14 Rm 5B $26

BOILER ROOM OPERATION (BLDM:509) Basic course to assist persons with little or no experience operating boilers. Topics include: boiler accessories, fittings, draft control, water treatment, and safety. The Iowa Association of Custodians and Assistants will conduct their examinations at DMACC on April 29, 1978. These exams will also be offered on the ISU campus on June 23, 1978.
M W Ap 17-May 1 15 hr 6:30-9:30 pm Bldg 10 Rm 22 $17

CHEMICAL APPLICATORS EXAM PREPARATION (AGBS:508) One-day school to prepare for the State of Iowa Certification for Commerical Applications of Toxic Chemicals.
Tues April 18 6 hr 9 am-4 pm Bldg 6 Rm 28 $6

CONDITIONED AIR—TROUBLESHOOTING & MINOR SERVICE (CONA:503) Diagnose and troubleshoot common problems of residential units. Learn basic theory and parts. Practice service techniques and use of gauges.
T Th Ap 18-May 25 36 hr 6:30-9:30 pm Bldg 10 Rm 02 $40

CONCRETE BLOCK LAYING FUNDAMENTALS (BLDG:518) Basic block laying course—covers planning and preparation, cost estimating, layout, mortar mix and application, finish and waterproofing techniques.
Sat Ap 22-May 13 20 hr 8 am-1 pm Bldg 20 Rm 5 $22

CONSTRUCTION BLUEPRINT READING (BLDG:504) Covers various types of construction—town house, small commerical buildings, heavy timer, structural steel, masonry, reinforced concrete, mechancial, specifications and abbreviations of symbols.
M W Ap 17-May 24 36 hr 6:30-9:30 pm Bldg 20 Rm 8 $22

+ **DARKROOM TECHNIQUES** (MDIA:504) Theory and practice of film developing techniques & printing. Use of enlargers, filters and darkroom equipment will be emphasized. Pre-registration required. (2 cr)
Th Apr 13-Ju 15 30 hr 7-10 pm Bldg 6 Rm 20 $40

GENERAL ELECTRICITY (ELET:506) Fundamentals of circuits and components. Use meter reading and related concepts in lab work. Learn on-the-job applications. An overview of the uses of electricity, for those who want a review or a fundamental course.
T Th Ap 18-May 18 30 hr 6:30-9:30 pm Bldg 18 Rm 9 $30

WELDING—BASIC ARC & OXY-ACETYLENE (WELD:504) Learn basic welding skills. Welding specification and materials standards will be emphasized.
M W Ap 17-May 31 40 hr 6:30-9:30 pm Bldg 10 Rm 7 $55
M Ju 28-Au 30 30 hr 6:30-9:30 pm Bldg 10 Rm 7 $43

WELDING CERTIFICATION-QUALIFICATION (WELD:508) What is a certified welder? This lecture-discussion will deal with commonly asked questions about

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welder qualification to the AWS/ASME codes. For welders, mfg. supervisors, and insurance personnel.

OFFICE

Coordinators
Darlene Falck & Sue Gibbons (964-6267)

CHOOSING TO BE ASSERTIVE (CMHR:503) Learn to express your honest feelings comfortably and exercise your own rights without stepping on or denying others their rights.
W Ap 19–May 24 16 hr 7–9:30 pm Bldg 7 Rm 9 $14
W Ap 26–Ju 14 16 hr 5:30–7:30 pm YWCA (DM) $13

+ **BOOKKEEPING I** (BKKA:501) Bookkeeping terminology, making entries, keeping cash records, understanding payroll, preparing end-of-month reports, and closing books. (2 cr)
M W Ap 17–May 24 30 hr 7–9:30 pm Bldg 8 Rm 3 $17
Tu Th Ap 18–May 25 30 hr 7–9:30 pm Bldg 8 Rm 3 $17
M W Ju 26–Au 2 30 hr 7–9:30 pm Bldg 8 Rm 3 $17
Tu Th Ju 27–Au 8 30 hr 7–9:30 pm Bldg 8 Rm 3 $17

CUSINESS ENGLISH REVIEW SEMINAR (CMHR:539) For all levels of office workers who want to refresh basic business English: sentence structure, spelling tips, punctuation, and word usage. Stresses use of reference manuals as a "must" for every office.
Registration & coffee 8–8:30 am
F May 26 8:30–4:30 pm Bldg 7 Rm 3 $13.50
(Includes all materials, supplies, coffee)
W Aug 9 8:30–4:30 pm Bldg 2 Rm 6 $15 (inc. lunch)

CHANGING YOUR SELF-IMAGE CAN BE FUN! (CMHR:508) Develop your potential by getting to know and like yourself better. Build on the positive aspects of your inner- and outer-self.
Th Ap 20–May 18 11 hr 7–9 pm Bldg 8 Rm 10 $12

+ **DICTAPHONE TRANSCRIPTION** (SECR:515) Operate or review the Dictaphone Transcribers. Each session will include practice in transcribing & a short review of business English for rapid letter transcription.
Prerequisite: typewriting 30 to 35 wpm. (1 cr).
W Ap 19–May 24 20 hr 7–10 pm Bldg 8 Rm 1 $11
W Ju 28–Au 9 20 hr 7–10 pm Bldg 8 Rm 1 $11

+ **OFFICE SKILLS UPDATE** (SECR:508) Individual and group instruction for updating and reviewing skills in typewriting, machine transcription, spelling, proofreading, business English and general office procedures. (Formerly titled Secretarial Refresher). (2 cr)
Tu Th Ap 18–May 25 30 hr 7–9:30 pm Bldg 8 Rm 4 $17
Tu Th Ju 27–Au 8 30 hr 7–9:30 pm Bldg 8 Rm 4 $17

+ **OFFICE TIPS & TECHNIQUES** (SECR:519) Update your telephone techniques, filing and records management, and use of reference manuals. Learn how

to use time-savers to get more done and how to write letters that others will read. (1 cr)
W Ap 19–May 3 12 hr 6–10 pm Bldg 8 Rm 4 $8
Th Ju 29–July 13 12 hr 6–10 pm Bldg 8 Rm 2 $8

Adult Basic Education

Every year thousands of adults in Iowa enroll in Adult Basic Education Classes to brush up on their READING WRITING, and MATHEMATICS skills.

These are the basic skills that adults use every day at home, on the job, and in further education and training. These are the skills that enable many adults to complete high school through the GED program.

High School Equivalency

There are many reasons why adults enroll in Adult Basic Education Classes.
Some want to earn the High School Equivalency Diploma.
Some want to improve skills used on the job.
Some want to help their children with homework.
Some want to prepare for further education.
Some want to satisfy a personal desire to learn.

If you have a reason of your own, why not try it. Instruction is given on an individualized basis. You can start now and learn at your own speed. There is no charge to adults.

Classes are offered now at:

Ames High School
Room 312
20th & Ridgewood
M & W 7–9 p.m.
232-7107 or 232-1882 or 233-1320
GED & Reading - Continuous

Garfield School
M & W, 7–9 PM
GED & Reading - Continuous
432-3479 or 432-4703

Caroll High School
1026 North Adams
T & Th. 7–9 PM
GED & Reading - Continuous
792-2579 or 792-9533

Indianola
Warren Co. Comm. Action Center
305 S. Jefferson
T & Th. 7–9
GED & Reading - Continuous
961-3537 or 466-3346

Winterset
Multipurpose Center
114 N. Second St.
M & Th. 7–9
GED Continuous
462-3010

Newton
Jasper Co. Opportunity Center
301 1st St. South
GED Continuous, M & W 1–3 & 7–9 PM
Reading Continuous, M & W 7–9 PM
792-6853

Perry Civic Center
3rd & Warford
M & W 7–9 pm
GED & Reading - Continuous
465-4438 or 465-4428

West Des Moines
Phenix School
415 7th St.
Continuous, M & W 7–9 PM
GED Room 206
Reading in portable classroom
in parking lot
223-1485 or 274-2411

Appendix E

Examples of Non Credit Community & Adult Education offered by
Des Moines Public Schools
Des Moines, Iowa

COMMUNITY and ADULT EDUCATION

WINTER TERM DEPARTMENT OF COMMUNITY EDUCATION Des Moines Public Schools Adult and Youth Activities, Classes Begin Week of January 16, 1978

Ten hours of instruction equivalent to one (CEU) Continuing Education Unit
Many of the courses are co-sponsored by other agencies.

SPECIAL INTERESTS

Arithmetic Fundamentals	Goodrell	16 hours	$10
Assertiveness Training	Brody, Hoover	16 hours	15
Assertiveness Training II	Franklin Ave. Library Roosevelt	16 hours	15
Astronomy	Franklin	16 hours	5
Basic Small Appliance Repair & Home Wiring	Roosevelt	16 hours	12
Biofeedback & Stress Control	Roosevelt	16 hours	10
Boating Safety & Seamanship	East, Lincoln	20 hours	n/c
Calligraphy	Hoover	20 hours	15
Care & Grooming of Your Poodle	Goodrell	12 hours	12
Cardio Pulmonary Resuscitation	East, Franklin	8 hours	n/c
Communicating w/Deaf Child, Intermediate	Franklin	16 hours	10
Communicating w/Deaf Child, Advanced	Franklin	16 hours	10
Creative Writing	Roosevelt	20 hours	15
Do It Yourself Home Repair	Lincoln, North	16 hours	9
Effective Parenting	Harding	16 hours	15 couple
Estate Planning	Hoover	4 hours	3
Expanding Spiritual Psychic Awareness	Franklin	16 hours	10
Extra Sensory Preception (ESP)	Roosevelt	16 hours	10
Fix Your Foreign Car	Hoover	16 hours	10
Furniture Refinishing & Construction	Hoover	16 hours	12

HOME AND FAMILY LIFE

Antiques & Collectables	Franklin Ave. Library, South Side Library	16 hours	$10
Breadmaking	Hoover	16 hours	$9
Cake Decorating, Beginning	Franklin, Franklin Ave. Library, Lincoln, North	16 hours	$10
Cake Decorating, Continuing	Goodrell, McCombs, Roosevelt, Windsor Lutheran Church	16 hours	$10
Chair Caning	Franklin, Franklin Ave. Library	16 hours	$10
Clothing Construction, Beginning	Moulton, Franklin, Goodrell, Lincoln	20 hours	$11
Clothing Construction, Intermediate	Hoover	20 hours	$11
Clothing Construction Workshop	McCombs, North	20 hours	$11
Cooking for Singles	Roosevelt	16 hours	$9 + food
Cooking the Easy Way	Franklin Ave. Library	12 hours	$12
Danish Cooking	Merrill Jr. High	12 hours	$7 + food
Decorating Your Home	Lincoln, Roosevelt	16 hours	$9
Drapery & Bedspread Construction	North	16 hours	$9
Fitting Ladies Slacks & Shorts	Franklin	16 hours	$9
Gourmet Cooking	Hoover	24 hours	$14

OFFICE SKILLS—GENERAL BUSINESS

Analyzing Financial Statements	Roosevelt	12 hours	9
Bookkeeping I	Franklin	20 hours	10
Bookkeeping for Small Business	Hoover, Lincoln, Roosevelt	20 hours	10
Business English	Franklin	16 hours	10
Computers, Introduction to	Tech	24 hours	18
Credit, Introduction to	Hoover	12 ½ hrs	9
How to Start and Manage Your Own Business	Hoover	6 hours	5
Human Relations	Tech	8 hours	6
Income Tax Preparation	Brody, Hoyt, Roosevelt	18 hours	13
Key Punch	Tech	36 hours	40
Managing Filing Systems	Franklin	10 hours	10
Managing & Investing in Rental Property	Franklin	8 hours	7
Medical Secretarial Training	Franklin	20 hours	10
Nurses Aide (60 hour Certification)	Riverview Manor	60 hours	40

TRADE AND INDUSTRIAL EDUCATION

Air Frame & Power Plant Workshop	Aviation Lab	60 hours	$60
Auto Air Conditioning begins April 3	Tech	24 hours	20
Auto Mechanics, Basic	Tech	30 hours	30
Auto Tune-Up & Troubleshooting	Tech	48 hours	45

Aviation Ground School	Roosevelt	30 hours	30
Drafting	Tech	20 hours	15
Electrical Power Distribution	Tech	30 hours	25
Electricity, Basic	Tech	36 hours	25
Electronics I	Tech	36 hours	25
Electronics II	Tech	36 hours	25
F.C.C. License Preparation	Tech	60 hours	50
Floor Covering Installation & Techniques	Tech	60 hours	50
Low Pressure Boilers	North	24 hours	25
Machine Shop (evening)	Tech	60 hours	60
Machine Shop (daytime)	Tech	1440 hrs	56

ARTS AND CRAFTS

MATERIALS EXTRA!

Ceramics (Greenware)	North	20 hours	12
China Painting	South Side Library, Hoover	16 hours	10
Creative Craft Ideas	Brody, North	16 hours	10
Crocheting	East Side Library, Lincoln, North Side Library, Roosevelt, Westminster Presbyterian Church	16 hours	10
Drawing & Sketching, Beginning & Intermediate	North, Roosevelt	16 hours	10
Flower Arrangements for the Home	North Side Library	16 hours	10
Jewelry-Silversmithing	North, GDMEC-South	24 hours	16
Knitting	North	16 hours	10
Lapidary	Hoyt	16 hours	10
Macrame	East, Franklin, Greater Des Moines Education Center-South, Lincoln, South Side Library	20 hours	12
Needlepoint, Beginning	Hoover, Lincoln, Roosevelt, Windsor Heights Presbyterian Church	16 hours	10
Needlepoint, Beyond the Basics	Hoover, Roosevelt	16 hours	10
Painting, Beginning	Brody, Franklin	16 hours	10
Painting Beginning & Intermediate	Hoover, Roosevelt, North	24 hours	15

PHYSICAL FITNESS & RECREATIONAL SKILLS

Aerobic Exercises	Franklin	16 hours	$10
Arabic Dancing, Beginning	Hoover, Roosevelt, South Side Library	8 hours	10
Arabic Dancing, Advanced	Hoover, South Side Library	8 hours	12
Exercise Before & After Childbirth	Franklin	16 hours	10
Exercise & Weight Control	South Side Library	16 hours	9
Golf, Beginning & Intermediate	Franklin, Hoover, Lincoln, North, Roosevelt	12 hours	10

Gymnastics, Elementary Beginning	Jackson	10 hours	10
Horseback Riding, Adults	Northway Stables	6 hours	14
Horseback Riding, Children	Northway Stables	6 hours	14
Ice Skating, Family	Ice Arena	6 hours	15
Ice Skating, Parent-Tot	Ice Arena	9 hours	15
	parent/tot		25
Kung Fu (Self Defense)	Brody, Roosevelt	16 hours	10
Men's Recreation	Roosevelt	16 hours	10
Physical Fitness for Women	Franklin, Goodrell, Lincoln, Roosevelt	16 hours	10
Skiing, Cross Country	Roosevelt	8 hours	5
Skiing, Downhill	Hoover	6 hours	6
Skin & Scuba Diving	East, Hoover,	16 hours	37

LEISURE TIME SKILLS

Ballroom Dancing, Beginning & Review	Brody, Merril Junior High, North	16 hours	$12
Ballroom Dancing, Advanced & Review	Hoover	16 hours	12
Chess, Beginning	Roosevelt	16 hours	10
Chess, Intermediate	Hoover	16 hours	10
Chess, Advanced	Franklin, North	16 hours	10
Contract Bridge, Beginning	East, Franklin, Hoover, Lincoln, Roosevelt	16 hours	10
Contract Bridge, Supervised Play	East, Franklin, Hoover, Roosevelt	16 hours	10
Disco Dancing	East	16 hours	10
Greek Folk Dancing	Roosevelt	16 hours	10

FOREIGN LANGUAGES

Danish	East	16 hours	$12
French, Beginning	East	16 hours	12
	Franklin	16 hours	12
German II	Roosevelt	16 hours	12
German, For Travelers	Hoover	16 hours	12
Hebrew	Hoover	16 hours	12
Italian	North	16 hours	12
Japanese	Brody	16 hours	12
Spanish, Beginning	East, Lincoln, North	16 hours	12
Spanish, Beginning Conversational	Hoover	16 hours	12
Spanish, Continuing	Roosevelt	16 hours	12
Spanish, Intermediate Cont.	Hoover	16 hours	12
Swedish Beginning	Roosevelt	16 hours	12
Swedish, Intermediate	North	16 hours	12
Urdu (Pakistan & India)	Lincoln	16 hours	12

MUSIC

Community Chorus & Band	Roosevelt	16 hours	$10
Guitar, Beginning	Franklin Ave. Library, Franklin, Hoover, Hoyt, Lincoln	16 hours	10

Guitar, Classical	Hoover	16 hours	12
Guitar, Intermediate	McCombs, Roosevelt	16 hours	12
Organ, Chord Method	Roosevelt	16 hours	10
Piano	Hoyt	16 hours	10

TRAVEL ADVENTURE SERIES—SEASON TICKETS ADULTS $6.00 STUDENTS $3.75—RESERVED SEATS—NORTH HIGH GENERAL ADMISSION—ADULTS $2—STUDENTS $1—Internationally-known lecturers in person.

February 2	Russia
February 16	Korea
February 23	Hungary
March 16	Grand Canyon
March 30	New Zealand
April 6	England by Canal Boat

Appendix F

Examples of Classes and activities offered by
YWCA—Des Moines, Iowa

CLASSES FOR TOTS & YOUTH

1x-1st child 22.00
2nd child 12.00

TOT GYM

COCOON (3-4 yrs.)
Fri. 9:30–10:15

CATERPILLAR
(12 mos.–2½ Yrs.)
Fri. 10:30–11:15

All Swim classes -
9 Wks.
Fee: $12.00

TOT SWIM

WATERBABIES (5 mon.–1 year)
Mon. 9–9:30
Wed. 9–9:30
Thurs. 9–9:30
Friday 9–9:30 Advanced

LITTLE SHRIMPS (1–2)
Tues. 9–9:30
Fee: 12.00

2½–3 YEAR OLDS
10:15–10:45 Mon. & Wed.
6–6:30 Mon. & Wed.
Fee: $16.00
Parent must accompany child into water.

TOT DOCK, 4, 5 & 6 YEARS
10:45–11:15 Mon. & Wed.
6:30– 7:00 Mon. & Wed.
Fee: $16.00
Children 4, 5, 6 years old can have lessons on the tot dock without their parent!
Hurry- limited enrollment!

(8 yrs. & up)
Fee: $18.00
(8 yrs. & up)
Fee: $18.00

YOUTH GYM

GYMNASTICS
BEGINNING
Wed. 9:45–10:30
INTERMEDIATE
Wed. 10:30–11:15

GYMNASTICS TEAM
Try Outs - June 17
Ages 8–15
Compulsory Team Competition

YOUTH SWIM

LESSONS
Session I June 12–June 23
Session II June 26–July 7
(no class July 4)
Session III July 10–July 21
Session IV July 24–August 4

All levels each session.
Monday thru Friday 9:30–10:15
Each 2 week class - $14.00

SEA NYMPHS
The synchronized club will be offering synchronized swim classes this summer.
Open to Youth 7–17!
Tues 6:30–7:30 Fee: $15.00

EXERCISE

SLIMNASTICS
Exercise to music.
T.W.Th. 5:15–5:45
M.W. 7:100–7:45
Member Fee: 2x-$24.00 3x-$27.50

SHAPIN' UP
Flexing, toning, stretching exercises to improve your figure.
T/Th 9:30–10:00
M.W. 12:10–12:40
Member Fee: $18.00

SLIM & TRIM
30 minutes floor exercise; 30 minutes pool exercise and relaxation.
T/Th. 9:30–11:00
Member Fee: 1x-$23.00 2x-$26.00

DANCE

AEROBICS—Stresses the Cardiovascular system while doing choreographed dance.
Fri. 12:00–12:45
Member Fee: $20.00

BALLROOM DANCE
Wed. 7–8:30
Member Fee: $18.00

BEG. BALLET
Mon. 5:00–6:00
Member Fee: $15.00

YOGA

BEGINNING	INTERMEDIATE
Mon. 7–8	Thurs. 9:30–11:00
Tues. 5–6	or 5:15–6:45
Member Fee: $20.00	Member Fee: $23.00

TENNIS

Bring 1 can of balls & your own racket.

BEGINNING - June 12–July 20
T & Th 9:00–10:00
Tues. 6:30–8:00
Member Fee: $20.00

INTERMEDIATE
June 15–July 6
T & Th 10:00–11:30
Thur. 6:30–8:30
Member Fee: $25.00

POOL

All Swim Classes
9 wks.

ADULT SWIM
All levels at times listed.
Mon/Wed. 10:15–11:10
Mon./Wed. 7–7:50
Member Fee: 1x-$17.00;
2x-$20.00; 3x-$23.00

AQUA EXERCISE
Need not be a swimmer.
Tues. &/or Th. 10:15–11:00
Mon/Wed 6:00–6:50
Member Fee: 1x-$22.00;
2x-$25.00; 3x-$28.00

PRIVATE SWIMMING OR DIVING LESSONS
For details contact Pat Moberly.

CANOE CLINIC

June 24 At the YWCA Pool 9–10:30
June 25 At Gray's Lake 1:00–3:00

A two day clinic to learn the fundamentals of handling a canoe with an emphasis on safety. One day at the YWCA pool and then to Gray's Lake for practice. This program is offered to boys & girls ages 10 and over. Fee: $2.50/person

WOMEN SUPPORTIVE SERVICES

HEAD OR HORMONES

Menopause . . . what does it mean in your life? It can be a perfect time for a complete overhaul when changes occur not only in your body but also in your diet and outlook.

Come to four sharing sessions conducted by Planned Parenthood (One session will be done by a woman doctor.) Lots of group discussion and understanding direction are part of these classes held during the noon hour. Buy your lunch in the YW cafeteria or bring a sandwich.

Tuesday, July 11–August 1 Registration Fee: $5.00

CAREER PLANNING SERVICES

Are you considering going to work in the fall and wondering what kind of a job is available to you? Do you know what you like to do . . . how to find a job . . . what happens in an interview?

Counseling services are available at the YWCA. Consider the Strong-Campbell Interest Inventory as your first step in finding out more about yourself and where you will be happy. This inventory is given, with a personal evaluation, to men, women and students for a fee of up to $10. Further help is given in assisting through the job search.

Call Maxine Wilson today—244-8961! Get the right start in making your future the best years of your life.

OUT-OF-TOWN TOURS

MINNEAPOLIS ADVENTURE June 23–24 $82.00 Members
$89.50 Others

Betty Crocker Kitchens, Downtown, Hubert H. Humphrey gravesite, Chanhassen Dinner Theatre - "I Do, I Do", Rosedale Mall.

PACIFIC NORTHWEST July 28–August 14 $732.00 Members
$739.50 others

Black Hills, Glacier Park, Victoria, Vancouver, Seattle, Yellowstone, Tetons

LAKE SUPERIOR - September 16–22 $350.00 Members
$357.50 others
MACKINAC ISLAND

Minneapolis, Duluth, North Shore, Thunder Bay, Soo Locks at St. Ignace, Grand Hotel 2 nights plus 5 meals

NORTHEAST UNITED STATES & Sept. 30–Oct. 17 $772.00 Members
CANADA - FALL FOLIAGE $779.50 others

Greenfield Village & Henry Ford Museum, Niagara Falls, Ottawa, Montreal, Quebec City, Fredricton, New Brunswick, Prince Edward Island, Halifax, Nova Scotia, Maine, New Hampshire, Vermont, Upper New York

Appendix G

Examples of Continuing Education Programs offered by Blue Cross and Blue Shield of Iowa
Des Moines, Iowa

Writing Business Letters

Purpose: Review the basic elements of writing, including sentence structure, punctuation, spelling and paragraph development, progressing to letter and report writing. The course will stress clarity, conciseness, tone, and polish.

Time: Twelve sessions, each two-hours in length.
February 1, 7, 9, 14, 16, 21, 23, & 28
March 2, 7, 9, & 14

Basic Supervision

Purpose: Introduce basic supervision and supervisory techniques as well as company policies, rules and regulations. This will introduce basic supervisory skills to unit leaders, who aspire to a supervisory position.

Time: Consists of six two-hour sessions.
February 7, 14, 21, & 28
March 7 & 14

Filing–A Help or Hindrance

Purpose: To answer questions on procedures and guidelines used in filing. Deals in unity with records and how to control them.

Time: Six two-hour sessions.
February 14, 16, 21, 23, & 28
March 2

Shorthand 960

Purpose: To learn a new system of writing in order to take dictation accurately at speeds of 80-100 words per minute.

Time: Consists of nine sessions, each one and one-half hours in length.
April 18, 20, 25, & 27
May 2, 4, 9, 11, & 16

Meeting and Presentation Skills

Purpose: Anyone who has endured a non-informative meeting, or has perpetrated one on his unsuspecting listeners; anyone who gets "stage fright" when called upon to present a proposal . . . this is for you. A comprehensive look at the skills necessary to communicate to groups and in one-on-one situations. This seminar covers the preparations, materials, audio visual aids, and other steps necessary for good presentations.

Time: Five four-hour sessions.
April 4, 6, 11, 13, & 18

Effective Communications

Purpose: To examine common blocks to effective communication and determine ways to help eliminate them. Involves participants in situations allowing them to deal with non-verbal communication.

Time: Consists of three all-day sessions.
May 8, 10, & 12

Coaching & Counseling I

Purpose: To help identify concerns of employer-employee relationships that will affect counseling. To become knowledgeable of and begin to practice skills required for an effective counseling session.

Time: Three all day sessions.
April 5, 6, & 7

Transactional Analysis

Purpose: Present the basic principles of Transactional Analysis, give an overview of their application to real live situations, and offer group exercises in skill development of T.A. techniques. Topics include ego states, transactions, strokes, the games people play and life scripts.

Time: Two four-hour sessions.
May 17, & 19

Management Skills

Purpose: Designed for a more in-depth study of basic Management and Supervisory skills.

Time: Consists of eleven two-hour sessions.
April 20, 25, & 27
May 2, 4, 9, 11, 16, 18, 23, & 25

Coaching and Counseling II

Purpose: Enable participants to apply Counseling Skills in a non-consequential environment. To attend this workshop you must have previously participated in Coaching and Counseling I.

Time: Four two-hour sessions.
April 24, 25, 26, & 27

Problem Solving

Purpose: To introduce the approach of analysis to problem solving. This approach includes:
Collecting and evaluating information
Separating fact from opinion
Identifying relevant factors
Stating and testing hypothesis
Weighing pros and cons and considering alternatives

Time: Consists of three all-day sessions.
March 29, 30, & 31

Time Management

Purpose: Use your time in a more effective manner through:
Improvement of time utilization
Establishment of priorities
Use of time metabolism
Improvement of planning skills
Time management and decision making

Time: One four-hour session.
May 24

Appendix H

INDIAN HILLS COMMUNITY COLLEGE
COURSE EVALUATION

Course ____________________ Location ____________________

We ask your cooperation in the design and implementation of this and other adult education programs. It is not necessary to sign your name to this evaluation.

1. As to the over-all rating of this course, the program was:
   Good_____ Average _____ Poor _____
2. In your opinion, how well was this program organized? _______
   ____
   If you have suggestions for improvement, please state.
3. What did you like most about this course?
4. What did you like least?
5. Do you feel the instructor presented the material in the best manner? ________
   If not, how might it be improved?
6. Do you think the material presented will help you in your work? ________
7. What other course offerings would you like from Indian Hills Community College?
   ____
   ____
8. Having taken this course, would you advise a friend to take it? ________
9. Through what means were you informed of this course offering?
   Brochure ________
   Newspaper _____ Radio _____ Other (please list) _

Other comments you may wish to make: ____________________

____

____

THANK YOU

Chapter 8

Financing Continuing Education

Mary L. Reiss

To many educators, the subject of financing may be mysterious, demeaning, and not completely understood. To many other educators, the subject of budgeting may bring to mind a picture of a noble type (the educator) being forced to literally put hat in hand and stand with a tin cup at a street corner or, worse yet, to have to wend one's way to the various legislative, governmental, or other financial founts, at which place the procedures involved in requesting funds somehow embarrassingly occurs.

The purpose of this chapter, therefore is to put into a less mysterious form, a discussion of the numerous sources of fiscal support for adult and continuing education programs. The material draws upon other disciplines and does this deliberately. It is time that the field of adult and continuing education collectively begins to develop a mind set for recognizing itself for the "sleeping giant" that it is and, having done this, to then dignify the field by a rational businesslike approach to both requesting and defending the need for adequate funds. We should fully expect to account for, and to manage these monies in just as businesslike and responsible a manner as business and industry.

One important factor should be internalized by an adult and continuing education manager: the funds requested and administered are the power plant of your operation. Just as there is no sense of loss of professionalism in planning, ordering and managing an optimal dollar value for a fuel order, so should the adult and continuing education manager not feel a sense of inappropriateness about planning, ordering and managing so as to receive full dollar value for all aspects of an adult and continuing education program.

Mary L. Reiss is Director, Adult Extended Learning Services, Michigan Department of Education, Lansing, Michigan.

What follows for the next few pages are comments from a variety of authors describing the various sources of funds available to adult learners. This is followed by further discussion of federal, state, local and private funds.

Allan W. Ostar, while director of the Joint Office of Institutional Research of the State Universities Association a few years ago, contended if students continue to pay a higher portion of the educational costs, society as a whole will be the loser. Financing adult and continuing education solely through fees assessed the adult participant has become just as serious a problem and concern. Adult and continuing education programs provide such a valuable service that financing these programs must be more equally shared by participants, local, state and federal governmental bodies, and business and industry.

Ostar states,

> The process of making students pay an increasing proportion of the costs of higher education will, if continued, be disastrous to American society and to American national strength. It is based on the theory that higher education benefits only the individual and that he should therefore pay immediately and directly for its cost—through borrowing if necessary. . . . This is a false theory. The primary beneficiary of higher education is society. It is true that great economic and other benefits do accrue to the individual, and it is the responsibility of the individual to help pay for the education of others on this account—through taxation and through voluntary support of colleges and universities in accordance with the benefits received. But even from the narrowest of economic standpoints, a general responsibility rests on society to finance higher education. The businessman who has things to sell is a beneficiary whether he attends college or not or whether his children do or not. Higher productivity and higher incomes make better customers for business (Ostar, 1958).

Funding for adult and continuing education has been far less than it will be in future years as the demand increases for adult and continuing education services, according to Jerry Miner.

> It is increasingly apparent that special tax sources must be found for adult and continuing education alone. Traditionally, public school adult education has derived its funds from local property taxes, state and federal aid and by student fees. Over the past decade, state-local revenues for public education have in the aggregate remained at about a 40–60 ratio, while the federal government's share has grown recently from 5–15 percent of the total public spending for education (Miner, in Morphet and Ryan, 1967, p. 317).

J. Roby Kidd outlines the many sources of financial support for adult and continuing education programs offered by educational institutions.

> In listing sources of financing one risks a certain amount of ambiguity and confusion. Not all sources that we are examining are applicable to all kinds of agencies. . . . The main sources of financial support paid as memberships to an organization. We have already seen that the method of financing by fees is widely practiced and widely approved. This procedure has a number of advantages. It is reasonably flexible; it does provide money in amounts directly related to the education that is being offered; it satisfies the requirement of having the participant make a contribution and thus engage himself in this additional manner. Financial support for continuing education may come from all levels of government and it may come in a variety of forms:
>
> a. Direct service.
> b. Grants-in-aid or block grants. By these we mean the costs in which a government makes an outright grant to an organization, for the work of the organization, making no requirements other than a request for high standards and careful account.
> c. Other patterns. There are many variations of state aid provided by states to municipal governments or boards of education. (Kidd, 1962, p. 84).

M. M. Chambers in his book *Financing Higher Education,* outlines various ways colleges and universities secure funds to support their educational activities including adult and continuing education programs.

> Colleges and universities derive income from a few main sources: (1) private donors, (2) endowment funds, (3) governmental units, (4) students, and (5) miscellaneous activities such as sales of products and the operation of auxiliary enterprises (Chambers, 1965, p. 18).
>
> Colleges have learned that recurrent gifts for current expenses, coming from annual campaigns (among church members, alumni, "friends," business corporations, the local community and philanthropic donors) can, if developed and cultivated, become as dependable a source of income as endowment itself. This is what fund-raisers mean when they speak of 'living endowment' (*Ibid*, p.4).
>
> The growth of enrollment and the rise in costs have been so rapid that they have compelled colleges to rely on current gifts and appropriations and student fees as principal sources of income. Income from endowment income constitutes only 14 percent of the total incomes for private insituations, and only 2 percent of the income of the public establishments (*Ibid*, p. 3).
>
> Public and private institutions differ rather remarkedly as to their reliances on these sources. For privately controlled colleges and universities the largest item is usually students fees; income from governmental units is usually negligible. Gifts from private donors are also comparatively important to these institutions and, for a few of the wealthier ones, income from endowment is larger (*Ibid*, p. 18).

> Colleges and universities under public control generally find that appropriation of tax money from national, state or local governments are their major sustenance. Students' fees play a lesser role. Some have endowment funds and practically all receive private gifts, but these are not relatively so important to them, though they are increasing in amount (Ibid., p. 18).
>
> City or municipal universities and colleges are not numerous, but there are a few. These derive most of their support from city tax funds. All local junior colleges, by definition, get some of their support from tax funds levied in the school districts, counties or other local subdivisions in which they are located (Ibid, pp. 33–34).

Understanding the ways part-time students must finance their educational programs and activities also sheds considerable light on the sources of funds available to adult and continuing education programs.

> A majority of individual part-time students (54.6 percent) in postsecondary education depend upon self or family for financing their educational activities. Employers finance 25.9 percent of the participants, public funding 18 percent, private organizations 7.4 percent and other sources 4.6 percent. In collegiate institutions, a larger proportion of students provide self or family support for their educational activities: 67.2 percent in community colleges and technical institutes, and 72.1 percent in four-year colleges and universities. Only 11.5 percent of part-time students at two-year colleges and technical institutes are financed by employers while 20.1 percent of students at four-year institutions are so financed. Public funds are the financial source for more students at two-year institutions, 23.1 percent than at four-year institutions, 11.5 percent. Other financial sources are minor. (American Council on Education, 1974, p. 51).

In discussing financing adult and continuing education it may assist the manager of adult and continuing education programs to know the sources of financial support for various levels of continuing education. The following table by Imogene Oaks is provided as a point of reference (Table 1).

SOURCES OF FEDERAL FUNDS TO FINANCE ADULT AND CONTINUING EDUCATION PROGRAMS

Sources of funds are as broad and encompassing as the amount of time and ingenuity an applicant is prepared to put forth. Funds can be available for minute segments of programs and, while much time and creativity may have to be expended in "search and seizure" activities, the end result is increased available cash flow benefits. It has been a constant observation that one of the greatest weaknesses of practition-

Table 1
Part-time Students Financial Sources for Postsecondary Education, 1972
(Numbers in Thousands)

Source	Total	Pub. Grd/ High	2-Yr. Col/ Tech	Prv. Voc/ Bus.	4-Yr. Col/ Univ.	Em-ployer	Labr/ Prof Assoc.
Self or Family	8597	1435	1722	902	2428	154	304
Employer	4076	73	296	175	677	2337	359
Public Funding	2835	695	592	305	386	120	60
Private Organ.	1161	15	31	25	107	33	171
Other	725	44	75	29	119	26	50
Don't Know	200	27	21	6	13	16	21
NA	160	22	27	8	15	26	7
Total Participants	15734	2200	2561	1393	3367	2613	871
Percentage[1]							
Self or Family	54.6	65.2	67.2	64.7	72.1	5.9	34.9
Employer	25.9	3.3	11.5	12.6	20.1	89.4	41.3
Public Funding	18.0	31.6	23.1	21.9	11.5	4.6	6.9
Private Organ.	7.4	.7	1.2	1.8	3.2	1.3	19.6
Other	4.6	2.0	2.9	2.1	3.5	1.0	5.7
Don't Know	1.3	1.2	.8	.4	.4	.6	2.4
NA	1.0	1.0	1.0	.6	.4	1.0	.9

[1] Totals do not add to 100 percent because of multiple responses, but counts in each data cell are unduplicated.

Imogene E. Oakes, Participation in Adult Education, 1972, in American Council on Education, 1974, p. 94.

ers in the area of adult and continuing education has been their unawareness of, or perhaps nonuse of, available financial resources.

A major listing of resources may be found in the *Federal Register* obtainable by subscription from the United States Government Printing Office, Public Documents Department, Washington, D.C., 20042. This one document alone will list all items of federal legislation, whether under discussion or requiring public comment. Contained within these statements are the small phrases which will make known what are the goals of the legislation, what funds are being made available, what specific priorities may be entailed, whether there are monies specifically set aside for discretionary purposes, research, development, or whether funds are limited to certain kinds of institutions, as for example, local programs or institutions of higher education.

It is not enough to ask the local librarian to inform you of *Federal Register* indexed titles which may use key words such as Continuing Education, Lifelong Learning, Community Service, etc. It is suggested that a top administrator personally scan and review legislation with the view to noting what minute segments may perhaps have implication for programs of adult and continuing education. An example might be funds available under consumer education legislation which seeks the development of innovative curriculum or in programs which might emanate from another competency-based continuing education mechanism.

The same might be true of various pieces of labor legislation, Comprehensive Employment Training Act legislation, the Vocational Education Act, Department of Transportation, and the Energy Resource and Division Administration. The point of this is the fact that adult and continuing education managers must be able to review legislative documents and select the small sections which have fiscal application to their programs. There is no alternative easy way to do this, nor is there the possibility of delegating this basic routine to any other than a person who is close to management. Educators tend to shy away from political and legislative arenas. This is fiscal madness!

A number of publishing efforts have been made to condense information on funds available through contracting opportunities. While it still may be desirable to personally pursue such documents as *Commerce Business Daily, the Chronicle of Higher Education, Manpower Vocational Education Weekly, Education Daily*, to mention a few examples, there are currently efforts being made commercially to publish single source newsletters which purport to review all available grant monies and contract opportunities without the necessity of a person wading through the morass of federal documents. Such documents attempt to give detailed explanations of Request for Proposals (RFP). One such example of this type of commercial condensation is *Federal Grants and Contracts Weekly* available from Capitol Publications Inc., Suite G 12, 2430 Pennsylvania Avenue, Washington, D.C.

Information of federal programs may also be found in the *Catalog of Federal Domestic Assistance* which will allow the reader to contact the agency for full and further information. Again, the primary point centers about the fact that managers of continuing education programs must be cognizant of available federal financial opportunities. Even where a surface title appears to be unrelated, or the sponsoring agency appears to be non-education in nature, the wise continuing education manager will still review the material to see how it might creatively relate to an ongoing program.

In discussing seeking of funds from the federal legislative area, this chapter does not intend to deal specifically with a detailed explanation of present legislation, for this is an ever-changing arena. Mention has already been made of the fact that the manager must be cognizant of all legislative matters which have impact on program funding sources in adult and continuing education. The reader is urged to consult the suggested specific legislative titles which have been mentioned. A useful office which is frequently overlooked in State Education Departments is that of the Office of Federal Liaison. This title may vary slightly from state to state but the State Superintendent's Office of each State Education Department will undoubtedly be able to refer inquiries to the correct sources. These offices are thoroughly knowledgeable about all pieces of legislation impacting on education and usually are willing to direct questions to specific sources.

For those who seek federal funding, a few comments are appropriate. Programs include two basic types of grants: *formula and discretionary*. Formula grants include those grants where funds are distributed according to a formula outlined in the law (often apportioned by population or other community characteristics). The formula is specified by the law. Discretionary grants are also called project grants. The law states that the U.S. Commissioner of Education distributes these funds at his or her discretion. These funds may be categorized by the primary area of concern served by the program (e.g. educational activities) such as the following:

Arts
Bilingual
Community Development
Cultural
Desegregation & Racial
Drugs and Alcohol
Education
Employment & Vocational
Environmental
Research & Evaluation Services
Training & In-Service
Family
Food
Health and Medical
Recreation
Social Service
Administration
Counseling & Advising
Dissemination
Planning or Curriculum Development

Basic information on programs in any of the categories would be contained in the *Catalogue of Federal Domestic Assistance* which will contain the summary of programs available from every Federal agency. Copies of the catalogue are available from the Superintendent of Documents, Catalogue of Federal and Domestic Assistance, U.S. Government Printing Office, Washington, D.C. 20042.

STATE SOURCES OF FUNDS

State budget allocations can also be used in a similar fashion. Cognizant of the fact that each state will function in a slightly different manner, it still should be pointed out that only in being aware of state regulations concerning financial aid, in whatever form, can the financially astute manager justifably claim a fair portion. Many state financial foundation programs, for example, contain state aid formulas relating to varying forms of adult and continuing education. These may be tied into age parameters or be limited by program goals as, for example, those that lead only to high school completion or GED.

It may also occasionally be observed that programs of adult and continuing education have a certain reluctance to submit vouchers requesting funds justifiably due for certain categories of clientele. The adult and continuing education manager who has carefully reviewed all state rules and regulations pertaining to facets of education, whether it be education, lunch, transportation, retirement, and so forth, is the one in the best position to be fiscally well-informed and to be able to work with business managers in the preparation of requests for appropriate funding. Again, to assume that others will always seek funds for the benefit of adult and continuing education programs does not always hold true. The adult and continuing education manager should keep a watchful eye on the fiscal interests of the program.

Knowledge of federal and state legislative materials and procedures may also lead to various combinations which may bring about another source of funds. The term "matching" funds is one frequently applied to situations such as these. In these cases, if a piece of legislation permits it, a state may elect to appropriate state monies in order to claim a larger amount of federal monies. An example of use of this system would be federal dollars available under the certain sections of the Social Security Act. This piece of legislation, under appropriate circumstances, permits the allocation of funds to provide education to certain types of clients receiving Aid to Dependent Children if a state provides a percentage of matching funds. Obviously, the adult and continuing education manager would have to be an individual to initiate and pursue inquiries as to availability and willingness of state funds being used for this type of appropriation.

A frequently overlooked resource is the State Education Department itself. In any large bureaucracy, funding sources and administration of various pieces of legislation are widely scattered with no particular pattern to be followed. It is to your benefit to introduce yourself and your program to the chief administrator of adult and continuing education at the State Education Department. Ask that person to refer you to other segments of the Department which have responsibility for other legislation pertinent to educational endeavors on behalf of adults. Sources about which to inquire would include administrative units responsible for the Vocational Education Act, (in the area which deals with adults), Community Education endeavors, Title I of the Higher Education Act, Fund for the Improvement of Post Secondary Education (FIPSE), Library Construction Act, Bilingual areas, Reading (Right to Read) and Collegiate Nontraditional programs. Of particular importance would be the resources available under the Elementary and Secondary Education Act (ESEA) and Comprehensive Employment and Training Act (CETA) administrative units.

SOURCES OF LOCAL FUNDS

County and local tax levies or other revenue-generated funds are the major sources of financial resources for local educational agencies. Public community colleges usually have a local tax levy for their district and this becomes the basic source of funds for the general staffing of their adult and continuing education program. Situations may be observed at local levels where local governing bodies are seeking methods whereby appropriate programs of benefit to their constituency are being sought out for funding. A politically sound time investment may lie in becoming knowledgeable about trends in local government and seeking methods of appropriately informing governing bodies of the real need for adult and continuing education services befitting their voting clients. Johnson, in the earlier NAPCAE text on administration said, "The annual adaption of a budget for adult and continuing education programs by a board of education clearly establishes the priority of the program within the school district and the extent of its services for the succeeding school year" (Johnson, in Shaw, 1969 p. 102). However, the adult and continuing education manager should be aware that, according to Johnson, school districts consistently have allocated approximately one percent of the district budget to adult and continuing education.

With the declining high school student population affecting most secondary schools throughout the 1980's, it will become increasingly important to expand adult and continuing education services and budgets. Budgets should be a far larger portion than the current one or two percent of the local school district budget.

> Adult education needs a dependable tax source as does every worthy public agency. The local property tax would be ideal if it were not so overcrowded with competitors who have pushed the tax role above reasonable ceilings. Because of this adult education must look elsewhere for at least part of its income. State and federal sources seems indicated,

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> especially federal sources which are fortunately increasing, but it may be wise and necessary to seek other new sources. If adult education continues to grow in its capacity to provide trained workers, it is not illogical that industry should support adult education directly, perhaps through the unemployment tax or some similar device. As adult education grows, so must its income (Johnson, in Shaw, 1969, p. 103).

If local educational agencies are to provide more adult and continuing education activities and programs, local boards of education will need to place the adult and continuing education program in a much higher priority than has been evidenced in past years.

The public community college system has been the fastest growing segment of post-secondary adult and continuing education. Most states provide state support in some amount at least for the division or department of adult and continuing education. However, local property tax levies still provide considerable financial support. Other segments of continuing education do not enjoy this source of financial support.

FOUNDATION AND PRIVATE SOURCES OF FUNDS

Foundations and grants represent another great financial resource. An excellent compilation of the broad range of possibilities available may be found in the document entitled *Annual Register of Grant Support*. This is published by Academic Media, Inc., 10835 Santa Monica Blvd., Los Angeles, 90025. This document is a guide to grant-supported programs of government agencies, foundations and business and professional organizations. It is separated into broad areas, such as education, health, law, business, social services, humanities, and so forth.

An interesting possibility to be considered in working with applications for foundation grants is that of using one source of money to obtain funds from another. For example, a foundation will often be more receptive to a request if the client can indicate that another source of funds have been given towards this endeavor and possibly are still being given. State grants for work done in adult and continuing education have on occasion been used successfully as the basis for requesting additional foundation grants. The message here is that an official agency has evidenced strong interest by investing tax dollars and the implication being that the project is a particularly worthy endeavor. Therefore, the foundation perhaps should look more favorably upon such a legitimatized request. In seeking funds from foundations, as with other financial sources, well-written material and documentation are imperative. The writer must provide the reason a foundation or others should supply funding. The writing must also permit the foundation to see the benefits which would accrue towards meeting its priorities or avowed purpose for existence.

Public and private agencies may also provide sources of funding. Although having various titles, e.g., United Community Services, United Fund or United Foundations, the local community service agency frequently has member agencies which promote various educational programs. Inquiry should be made as to the possibility of subcontracting work for them. Even if the efforts initially bring little or no revenue to the adult and continuing education program, the broad community contacts made and the goodwill generated should be considered important assets to an adult and continuing education program. Most United Community Services publish extremely valuable community agency directories. Careful perusal of these will frequently reveal other sources of funding as well as providing useful community linkages.

Local agencies such as Office of Aging, Recreation, or Youth Bureaus have received various funds which they in turn may wish to use in adult and continuing education endeavors.

SUMMARY

In summary, there are seven common sources of funds for adult and continuing education programs and activities: (1) tuition or fees, (2) local, county or regional property tax levies, (3) state appropriated funds, (4) Federal funds, (5) foundation funds, (6) business and industry and (7) voluntary contributions. These sources vary depending upon whether it is a local public school, area community college, state college or university, private college or university, business and industry, or social or civic agency.

Federal funds may be available to any of these organizations or agencies based upon a written application or proposal. Federal funds are usually addressed to meet specific needs, as outlined in the legislation such as Adult Basic Education. State and local funds are most often available to public institutions. However, under certain conditions state funds are available to private, non-profit and charitable organizations. Fees charged the participant are still the major source of financial support used by all sectors providing adult and continuing education.

Having discussed the sources of funds, the next chapter provides a program budgeting system to implement wise and prudent expenditures of funds.

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Chapter 9

Program Budgeting and Fiscal Management

Douglas H. Smith

In the previous chapter Mary Reiss described and identified the numerous and varied sources of funding for adult and continuing education programs. In this chapter what to do with these funds is discussed—the development of a budget and the fiscal management of the monies for which you are responsible. This chapter provides a systematic procedure for developing a program budget, consisting of a seven-step process beginning with the development of fiscal objectives and ending with the evaluation of the results as seen in the expenditures and resulting programs and services.

This discussion begins with a true story. Early in the 1970's, the author was completing a graduate course in Organization and Administration of Adult Education Programs. Realizing the benefit of multiple input into the course content, the instructor (Dr. William Dowling) asked that the class break into small groups and select an adult and continuing education organization in the community, assess the inner

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Much of the information, steps and guidelines presented in this chapter are from the publications of the Management Improvement Program (1972–1975) of the Ohio Board of Regents. The author was on the Program staff for the entire period and prior to his present position. In this program operational manuals for universities and for two-year colleges were published in five managerial areas: planning, program budgeting, personnel management, computer services, and registration and scheduling. The author wishes to acknowledge and thank the Chancellor and the members of the Board for permission to use this material. Special thanks is also given to Dr. Ronald G. Lykins, the principal author of the program budgeting manual.

workings of the organization and report back to class. The group in which the author was a member selected a nearby two-year community college.

In trying to be novel in their presentation to the entire class, the group asked that the class session be held at the community college. At the beginning of the session they gave the class an assignment sheet, indicating that the class members had been designated as consultants and were soon to be asked to analyze the adult education division of this community college, based on the information to be given them. Each of the class members was given an opportunity to select, for the evening, any particular area in which they would like to analyze and report back to the rest of the class. The areas they could select included needs analysis, marketing, personnel practices, recruiting instructors, fiscal management, and so forth.

The reason for relating this story is to make note that, when given the opportunity to select among the various topics to discuss further, *not one individual selected fiscal management.* Needless to say, much comment was made about their not selecting this important area. However, the mild chastisement by the author and other members of the small group brought very few pangs of guilt or reaction from the class. As one person exclaimed, "Why the concern? We either work for a public agency, company or organization that tells us how much money we have and what to budget!".

This illustrates the point that most managers of human service programs frequently avoid having to wrestle with budgetary matters, often choosing to rely on the financial manager for advice and even preparing and managing the complete budget.

The necessary counter to this absolvement of responsibility was said by Mary Reiss in the previous chapter. When are we going to stop being reactive in terms of budget and fiscal requests, and become *pro-active* by adopting sound budgetary practices and fiscal management from which solid data and evidence of accomplishments in terms of return of investment of the monies budgeted are possible? It is the purpose of this chapter that this be possible with the help of the guidelines to be discussed.

DEFINITION AND OBJECTIVES OF PROGRAM BUDGETING

In this chapter the terms "program budget, program budgeting and program budgeting system" will be used. It is necessary, therefore, to first define these key terms:

- *Program*—a group of related activities used to achieve a goal or objective and for which a budget is determined. Programs set forth the output to be realized, the activities to be carried out, and the resources to be used over a given period of time. A further description is given when discussing the identification of programs (p. 242).

- *Budget*—a statement of proposed expenditures for a fixed period or a specified project or program, and the proposed means of financing the expenditures. Within the context of program budgeting a program is, simply, a statement of plans specified in financial terms for a future period of time. As such, a budget is a product of planning and is one of the tools used by management in the function of control.
- *System*—an on-going process involving a set of elements, each of which is functionally and operationally united in the achievement of an objective. There are three essential characteristics of systems: (1) a set of elements, (2) the relationships between and among these elements, and (3) the notion of movement in response to some form of control, or objective.

A program budgeting system, then, is a financial plan that involves a systematic consideration of the following five factors:

- Establishment of goals and objectives of programs for specific outputs.
- The analysis of programs, and selection of alternatives and priorities.
- A systematic consideration of the management of total resources.
- The conversion of priority programs into dollars and cents, with a commitment toward a specific period of time, e.g., one or two years.
- The establishment of a program management system to monitor and evaluate programs.

With these basic definitions in mind, the objectives of a program budgeting system can now be presented and more clearly understood in relation to how they will be used in this chapter. These objectives are:

- To assure that a financial plan has been developed and approved.
- Assure the budget has been allocated in relation to the overall adult and continuing education plan, and *also* the broader organizational or institutional plan (school district, college, company, agency and so forth).
- Assure that a systematic and rational consideration has been given to the expected securing and spending of monies for the attainment of stated goals and objectives.
- Establish a means to identify, rank and coordinate programs that reflect institutional priorities.

- Provide a management tool to control and evaluate expenditures of resources for programs.
- Provide a vehicle for adult and continuing education organizations to describe financial requirements and to present a case for funds.
- Provide accountability for expenditures to the various providers (funders), users and constituencies of the adult and continuing education program (chief administrators, treasure/controller, the media, program participants, local or state education and finance departments if receiving public funds and so forth).
- Provide a vehicle for participation and involvement of staff, advisory boards, program participants and other interested parties in the operation of the adult and continuing education program.

THE PROGRAM BUDGETING AND FISCAL MANAGEMENT PROCESS

Budgeting is a basic and integral component of the management process. Management, as stated in Chapter 1, may be defined as the coordinating of certain functions, carried out by people in order to achieve specific goals and objectives. The fundamental functions of management are often designated as: planning, organizing, implementing and controlling. These four functions were discussed in the first and third chapters. One of the most important results from the first function, the planning process, is the financial plan, i.e., the *program budget*. The maintaining of the budget as described by the financial plans can be referred to as *fiscal management*—the supervision, control and coordination of a financial plan.

The implementation of a program budget consists of seven basic steps:

1. Develop goals and objectives within the context of outputs (identify priorities).
2. Identify programs (consider alternatives).
3. Calculate resource requirements for the programs (prepare the budget).
4. Compare resource requirements to available resources (consider alternatives and priorities).
5. Allocate resource requirements.
6. Establish a system of program management.
7. Evaluate results with pre-established goals and objectives.

Step One: Develop Goals and Objectives

The first step in developing the program budget is to identify goals and objectives within the context of outputs. The establishment of goals and objectives is one of the most important and difficult steps in planning a program budget. Goals and objectives are important because they (1) are the necessary first steps in establishing the direction in which an adult and continuing education program should proceed, (2) tend to require a rational study and approach for managing the program, (3) provide a means of selecting priority and alternative programs on the basis of dollars and cents, (4) provide a means of evaluation and (5) provide targets to which all persons can relate.

Goals are defined as the desired results set for a long period of time, e.g., three, five, seven, or even ten years. The requirements of a goal are that it (1) be in agreement with the organization's (school district, company, agency, college) philosophy and mission, (2) be divisible into objectives, (3) be feasible, (4) reflect predictable consequences and (5) have a long-term time frame for completion.

An example of a goal would be, "Investigate, develop, and implement a plan for achieving a more productive adult education program in terms of staff utilization, delivery of educational services, and lower costs per instructional hour".

Objectives are short-range and are considered progressive steps in the direction of attaining a goal. A series of objectives should lead to one's goal. Goals, therefore, must be established before objectives are specified. The requirements for an objective are that it (1) relate to a goal, (2) be measurable and observable, (3) identify the specific group to which the objective applies, i.e., the target population or activity, (4) specify the method(s) of measurement, (5) state the conditions under which measurement of achievement of the objective is to be accomplished and (6) state the time period for achievement of the objective.

An example of an objective, related to the above goal, is, "The adult education division in the coming fiscal year (FY) will attempt to serve 1,750 full-time equivalent (FTE) participants at a cost of three dollars per instructional hour".

As related to developing a program budget, goals and objectives should be established for the entire adult and continuing education program and should contain, in addition to the statement of goals and objectives, a description of how goals and objectives were developed, who is involved, and how the goals and objectives are updated and evaluated. With this in writing, the development and/or revision of budgetary goals and objectives can be made easier.

It is recognized that establishing goals and objectives is a difficult but vital step in developing a program budget. Persons should not be discouraged if the first attempt is less than satisfactory. Through repeated efforts of developing and evaluating goals and objectives, coupled with an education program explaining the purpose and process of developing them, the goals and objectives should become more useful and meaningful.

Step Two: Identify Programs (Consider Alternatives)

The next step in developing a program budget is program planning, or the identification of a program structure. To many readers of this chapter, this may be a questionable activity. If you manage an adult and continuing education program, you likely assumed your position from a predecessor. You, therefore, took over the reins of an existing program, probably giving little concern to how the program(s) came about in its present structure. You would benefit greatly if you read the following discussion of identifying a program structure with the assumption that you had to start a totally new program. With this orientation, the need to review all existing programs can be seen with greater clarity.

There appears to be fairly widespread agreement of the definitions of a *program*, but it should be clarified because of the wide use of "program" in adult and continuing education. For our purposes, a program is any unit of activity, or units of activities, for which a budget is determined. Thus, a program may be an organizational unit, such as a division or department of adult and continuing education. It may be an entire school or college. On the other hand, it may be an individual course, short-course, workshop or seminar.

For example, program budgets can be prepared for a ten, twenty, or thirty hour short-course on *Financial Analysis* which is one course requirement of a 120 hour course in management development, fulfilling the objective and commitment of continuing education programs for area business and industry. Each one of these is a program and all are tied together with common goals and objectives.

Although there appears to be general agreement on the definition of a program, one of the difficult steps in identifying a program more clearly is the elusive nature of the *output* of education in general and adult and continuing education in particular. This should be considered further before proceeding to the process or steps in identifying a program.

Outputs of Adult and Continuing Education. Inherent in a program budgeting system is the measurement of outputs. Every type of organization is expected to produce results, and adult and continuing education programs are no exception. Business organizations are often measured by the number of units they produce and by the amount of profit and loss. Although different from business and industry in many fundamental ways, adult and continuing education can be partially measured by the number and quality of "units" they produce, e.g., number of enrollments, number of instructional units or hours, number completing the program, continuing education units (CEU's) awarded, number of organizations within the community with which staff consulted and contracted programs, and so forth.

In college and university degree programs, the output indicator commonly accepted is the credit hour. A credit hour is usually the equivalent of 15 hours of instruction, if on a semester basis, or 10 hours of instruction if on a quarter system. The equivalent now exists for adult and continuing education with the increasing use of the continuing education unit (CEU), which is one CEU for every 10 hours of instruction. Although national guidelines for awarding CEU's are stringent in determining what programs will award CEU's, the basic measure of one unit for every ten hours of instruction is an adequate measure for evaluating the output of adult and continuing education programs. With the Southern Association of Colleges and Universities now accepting the CEU as an output measure to be considered for accreditation, most member schools have adopted recording and reporting systems that can be used for determining not only the number of CEU's awarded, but also the direct and indirect costs per CEU. The states of Georgia, Tennessee, Florida and others are in various stages of developing a statewide system of recording CEU's and comparing costs. Similar institutional systems are being developed throughout the nation.

To utilize the Continuing Education Unit as an output measure for fiscal management, two basic functions must be carried out. First, accurate records of each program must be maintained, recording the hours of instruction, the equivalent units being awarded (one unit for each ten hours of instruction) and the total enrollment from which the total hours of instruction and units can be determined. This is illustrated as follows:

1 hour of instruction = 50 or 60 minutes of instruction
1 Instructional Unit = ten hours of instruction
Total Units of Instruction = Units × Total enrollment

As will be shown shortly, the unit measure of one instructional unit for ten hours of instruction can be used for non-credit and degree credit programs, enabling a common measure of expenditures for all programs.

The second basic function is an accurate record of income and expenditures for each program. All direct instructional costs (materials, honoraria, audio-visuals, etc.), related instructional costs (travel, lodging, meals, refreshments, promotion, etc.) and any indirect costs (overhead to the sponsoring organization) should be recorded. The costs can then be divided by the total Units of Instruction to determine the cost per instructional unit, as in the formula:

Expenditures/Total Instructional Units = Cost per Instructional Unit

As an example of these two functions being combined to serve as an output measure, let us say there is a short course, "Finance for the Non-Financial Executive", meeting one evening a week, three hours per evening for six weeks for a total of 18 hours of instruction and 1.8 Continuing Education Units (CEU). Thirty people enrolled. Therefore, a total of 54 CEU's were awarded and recorded. The total cost of this short course was $2510. The total cost per CEU was $46.48.

1.8 CEU × 30 enrollments = 54 total CEU
$2510 expenditures/54 CEU = $46.48 per CEU

It is very important that accurate records be maintained and that everyone having the responsibility for record-keeping accept and understand what is to be recorded. If this is not understood, the ultimate purpose of keeping the records—the comparison of expenditures over a period of time for a single program area, and comparison among program areas—is defeated. Such comparisons, if not done accurately, are similar to comparing apples and oranges; they are both tree-bearing fruit, but to all our senses they are notably different.

To assist in developing such records, a standard program form is now given (Figure 1, page 243). It combines two basic records, total hours of instruction and instructional units, and program income and expenditures, into a single form. This form is an illustration which any one can adapt to their specific organizational requirements. The critical concern is the important need to maintain relatively easy, understandable, but still thorough records for total hours, units of instruction and expenditures.

From individual program records, data can be tabulated for a specified period of time (month, semi-annual, annual) and comparative analysis be carried out. Collection of these data over this longer period of time enables the manager to identify trends, problem areas and growth areas. As an illustration Table One is a three-year summary of cost data for an adult and continuing education program in a midwestern college consisting of four programs—two credit and two non-credit. The term "Instructional Unit" is used to not confuse the use of Continuing Education Unit, CEU, for credit programs. The ratio of one unit per ten hours of instruction, however, is used.

If the manager had only the total instructional units and cost data, and not the cost per instructional unit, he or she would logically conclude that (1) most programs have increased over the past three years, some quite substantially, (2) the total costs have increased but not excessively and (3) the increases could be attributed to inflation. Having

Figure 1
ABC College Division of Continuing Education
Program Information and Approval Form

Division: ____________ Account Code: ____________
Co-Sponsor: ____________ Dates: ____________
Program Title: ____________
Program Number: ____________ Location: ____________
Director: ____________
Campus Staff Involved: ____________ Starting Date/Time: ____________
____________ Completion Date/Time: ____________
____________ Instructional Hours:* ____________
____________ Instructional Units:* ____________

* 10 instruction hours per one instructional unit

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FINANCIAL DATA

INCOME	Projected	Actual
Registration Fees (# ___ × $___)	______	______
Other Income: ______	______	______
TOTAL INCOME:	______	______

EXPENSES	Projected	Actual
Salaries/Honorariums[1]	______	______
Supplies and Printing	______	______
Instructional Materials	______	______
Communications (Postage/Phone)	______	______
Meals/Refreshments	______	______
Promotion[2]	______	______
Travel/Lodging, Instructional	______	______
Facilities	______	______
Other:[3] ______	______	______
Total Direct Expenses	______	______
Indirect Expenses (%)	______	______
Total Expenses	______	______

EXCESS INCOME OVER EXPENSES

[1] Salaries /Honorariums:

Name	Amount
______	______
______	______

[2] Promotion:

Type	Quantity	Cost
______	______	______
______	______	______

[3] Other costs ______ Submitted by: ______ Date: ______
______ Approved by Division Director: ______ Date: ______

Table 1
Illustration of Instructional Output Indicators of an Adult and Continuing Education Program of a Midwest College. Dollar Amount of Credit and Non-Credit Instruction Per Instructional Unit.[1]

	Cost Per Instructional Unit[1]			
Division	1977	1978	$ Gain or (Decline)	% Gain or (Decline)
CREDIT PROGRAMS				
A[2]: Instructional Units	27,114	26,459	(655)	(2.4%)
Costs	$553,668	$575,483	$21,815	3.7
Costs/Instr. Units	$20.42	$21.75	$1.33	6.1
B[3]: Instructional Units	2,811	4,821	2,010	41.7
Costs	$35,587	$66,047	$30,460	46.1
Costs/Instr. Units	$12.66	$13.70	$1.04	7.6
Total Credit Programs				
Instructional Units	29,925	31,280	1,355	4.3
Costs	$589,255	$641,530	$52,275	8.1
Costs/Instr. Units	$19.69	$20.51	$ .82	4.0
NON-CREDIT PROGRAMS				
C[4]: Instructional Units	2,800	4,888	2,088	42.7
Costs	$66,080	$127,332	$61,252	48.1
Costs/Instr. Units	$23.60	$26.05	$2.45	9.4
D[5]: Instructional Units	2,247	3,360	1,113	33.1
Costs	$16,942	$27,048	$10,106	37.4
Costs/Instr. Units	$7.54	$8.05	$.51	6.3
Total Non-Credit Programs				
Instructional Units	5,047	8,248	3,021	38.8
Costs	$83,022	$154,380	$71,358	46.2
Costs/Instr. Units	$16.45	$18.72	$2.27	12.1

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[1] Instructional Unit—One instructional unit is the equivalent of ten hours of instruction. This is the same basis for determining continuing education units (CEU).

[2] A—On-campus evening credit program

[3] B—Off-campus credit program

[4] C—On and off-campus non-credit professional and occupational development program

[5] D—On and off-campus non-credit program for women

the data in Table One more knowledgeable conclusions can be made, such as the following:

1. Division A (Evening Credit)—while the enrollment and instructional units declined two percent, costs increased six percent, which probably reflects increased inflation, but should be watched carefully.
2. Division B (Off-campus Credit)—this is a smaller but growing program with an increase of 42 percent, but costs have increased 46 percent, which also probably reflects inflation.
3. Total gain in costs per instructional unit for credit programs was under a dollar and a respectable four percent.
4. Division C (Non-Credit Occupational and Professional)—the fastest growing program in both enrollments and instructional units and costs, resulting in the largest increase, nine percent, in costs per instructional unit.
5. Division D (Non-Credit Women's Programs)—a growing program which appears to be maintaining costs fairly effectively, as costs per instructional unit are second lowest, six percent, of all four divisions.
6. The total gain in costs per instructional unit for non-credit programs was twelve percent and should be the cause of some concern for the coming year.

It is this kind of analysis that can be done by recording and combining readily available data. If adult and continuing education programs were to adopt such a basis for determining outputs, i.e., one unit per ten hours of instruction, program budgeting and analysis would be greatly facilitated. The use solely of instructional hours as an output measure results in a high count of individual instructional hours which is difficult to use in comparing multiple programs, analyzing growth (or decline) and presenting usable data to other administrative units.

Another output measure which is being used mostly by public, tax-supported colleges and universities is the full-time equivalent (FTE) enrollment, i.e., the amount of instructional hours a person would complete if enrolled on a full-time basis. It has not been used in output measure based on instructional units or CEU's, a measure more widely understood and accepted in adult and continuing education. An FTE could, however, be easily adapted as an extension of the CEU, e.g., one FTE would be the equivalent of ten CEU's, or 100 hours of instruction. Thus, the common factor of ten (10) would be maintained. As an example, in the illustration presented in Table One, the total cost per FTE for 1978 would be $2.05 for the credit program and $1.87 for the non-credit program.

The problem of identifying outputs is much more difficult for non-instructional programs and administrative costs such as counseling, learning centers, library services, consulting (planning programs), administrative expenses (cost of personnel, non-instructional materials, offices and equipment), and so forth. One output indicator which can be used is the dollar amount of such services per instructional unit, CEU, or FTE enrollment as described above. Such output measures would be useful in identifying trends and raising questions in non-instructional programs and activities. As an illustration, Table Two gives the instructional costs for credit and non-credit instruction per instructional unit from Table One and cost per instructional unit for a learning center and the administrative costs for the entire division.

As a general rule, one output indicator is never sufficient for purposes of analysis. At least two should be used, such as the number of instructional units and/or FTE's and the number of persons completing a particular program, either on an individual count or per FTE. It is important that output indicators be used over a period of several years in order to make a significant comparison. Output measures should be agreed upon by appropriate administrators, expressed in writing and should be an integral part of every program budget.

In addition to output or expense measures, it is often helpful to make comparisons of "outputs" to "inputs", i.e., the amount of revenue or income received for a program. As an example, Table Three shows the dollar amount of income per instructional unit for the same programs shown in Table One.

Again, this type of analysis is helpful in identifying problems and raising questions. For example, in Table One the gain in cost per in-

Table 2

Illustration of Instructional and Non-Instructional Output Indicators of an Adult and Continuing Education Program of a Midwest College. Dollar Amount of Instruction and Services Per Instructional Unit[1]

Program	1977	1978	$Gain or decline	%Gain or decline
Credit	$19.69	$20.51	$ .82	4.0
Non-Credit	$16.45	$18.72	$2.27	12.1
Learning Center	$4.28	$4.57	$ .29	6.3
Administrative	$5.65	$6.27	$ .62	9.9

[1] Instructional Unit—One instructional unit is the equivalent of ten hours of instruction. This is the same basis for determining Continuing Education Units (CEU's).

Table 3
Illustration of Income Indicators of an Adult and Continuing Education Program of a Midwest College. Dollar Amount of Credit and Non-Credit Instruction Per Instructional Unit[1]

	Income Per Instructional Unit[1]			
Division	1977	1978	$Gain or decline	%Gain or decline
CREDIT PROGRAMS				
A[2]: Income	724,680	745,320	20,640	2.8
Income/Instr. Units	$26.73	$28.20	$1.47	5.2
B[3]: Income	$74.430	$130,581	$56,151	43.0
Income/Instr. Units	$26.48	$27.09	$.61	2.3
Total Credit Programs				
Income	$799,110	$875,901	$76,791	8.8
Income/Instr. Units	$26.70	$28.00	$1.30	4.6
NON-CREDIT PROGRAMS				
C[4]: Income	$105,983	$203,743	$97,760	47.9
Income/Instr. Units	$37.85	$41.68	$3.83	9.2
D[5]: Income	$20,477	$39,761	$19,284	48.5
Income/Instr. Units	$9.11	$11.83	$2.72	23.0
Total Non-Credit Programs				
Income	$126,460	$243,504	$117,044	48.1
Income/Instr. Units	$25.06	$29.52	$4.46	15.1

[1] The Instructional Unit—One instructional unit is the equivalent of ten hours of instruction. This is the same basis for determining continuing education units (CEU's).

[2] A—On-campus evening credit program

[3] B—Off-campus credit program

[4] C—On and off-campus non-credit professional and occupational development program

[5] D—On and off-campus non-credit program for women

structional unit between 1977 and 1978 for credit extension (Division B) courses was $1.04, or 7.6 percent. However, in Table Three the gain in income per instructional unit was only sixty-one cents ($.61); or 2.3 percent. Also, the non-credit program for women (Division D) reported a nice increase in income for 1978 ($11.83—an increase of 23 percent over 1977) while maintaining cost increases to 6.3 percent. Possibly the income generated from these programs could be utilized to support other programs where costs exceed income.

Developing Programs—An Ideal Approach. If program budgeting could be implemented without pressure to produce tangible results in a relatively short period of time, the steps in developing a program structure would be as follows:

1. Develop organization-wide goals for the adult and continuing education program. Make sure they are in agreement with the general mission and goals of the parent organization.
2. Develop goals for the division, departments or sub-programs of the adult and continuing education program.
3. Develop measurable objectives relating to all levels of the goals.
4. Describe all activities that must be performed to accomplish the objectives.
5. Match activities to the objectives and the goals the objectives support.
6. Combine activities into groups of sub-programs.
7. Combine sub-programs into programs.
8. Assign responsibility for each program; that is, assign program managers or coordinators.
9. Develop a financial plan for each program, identify both the sources of income and all expenditures.
10. Document the resulting program and finance structures.

This ideal approach demands a great deal of time and effort. Such an approach would require many committee meetings and long discussions relating to the development of goals, objectives, activities and programs. This ideal approach may not be feasible, although it is the way a program structure should be developed if all resources were available to accomplish such an endeavor. Most adult and continuing education programs, however, cannot develop a program structure in this manner because of the lack of resources and a need for immediate results.

Developing a Program Structure—A Practical Approach. For most, if not all, adult and continuing education programs, it is not feasible to expect them to completely change an organizational structure to fit such an ideal program structure. From a practical viewpoint, the following five steps can be taken to determine the program structure:

1. Record the present set of programs as a base.
2. Review existing goals and objectives of the overall adult and continuing education program and for the existing set of divisions, departments and sub-programs.
3. Add or delete programs as necessary to insure consistency with the desired goals and objectives.
4. Use the existing assignments of responsibility, except where obvious changes must be made.
5. Review present budgets and budgeting procedures to determine if all income, expenditures and income and output measures, such

as those described earlier, are utilized. If not, develop the necessary procedures.

This procedure is a much more feasible approach to developing an initial program structure. However, a warning is in order—the program structure should be developed in an evolutionary manner. It would defeat the purpose of program budgeting to establish a program structure simply on the basis of the existing organization, not updated, to show the results of defining goals and objectives. In other words, an adult and continuing education program should always be working toward the ideal program structure. There should be a continuing analysis of goals and objectives and regrouping or modifying programs to satisfy the changing of goals.

To summarize the second important step in program budgeting, identifying programs, the following requirements should be considered when developing a program structure:

1. There should be a logical relationship between the specified program(s) and the objectives of the adult and continuing education organization. In an ideal case the program structure is designed on the basis of general goals and objectives, and used only after they have been completely developed. In a practical case adult and continuing education managers should work with the goals and objectives already developed and modify them in such a way as to substantiate programs in the program structure.
2. There should be a definite assignment of responsibility to each program. Begin with present organizational assignments. Additions or re-assignments of program coordinators or directors may be made as it becomes necessary.
3. The program structure of the entire adult and continuing education program should be designed in such a manner as to facilitate cost estimating and analysis of each program. For example, if occupational and professional programs, or a learning center and ABE/GED programs have traditionally been combined, then the programs could be designated occupational/professional program, or the ABE/GED and individualized learning program. However, if it is considered desirable to specify each as separate programs, then the feasibility of separate cost estimating should be considered at the time the programs are reviewed and designed.
4. The program structure should be designed in such a manner as to permit forecasting of the effectiveness of each program. A central aim of developing objectives is to specify those measures of effectiveness that will be used in the eventual evaluation and analysis of each program. The value of program budgeting is very heavily dependent on the measure of effectiveness (number of instruc-

tional units, CEU's, FTE's, enrollments, completions, and costs and income per instructional units, CEU's, or FTE's) for each program in the structure. The measures are used in the eventual program analysis, evaluation and allocation of resources.

The practical approach to begin the installation of program budgeting is more likely to satisfy the usual demands of early tangible results than in attempting to start with goals and objectives and work through the program budgeting concepts in a strictly sequential manner. However, the development of the program structure should be an evolutionary process. Responsible managers should be continually questioning the program structure and developing goals, measurable objectives and appropriate responsibility in order to work eventually towards an "ideal" program structure.

Step Three: Calculate Resource Requirements

Resources are defined as personnel, space, materials and equipment. This is the step done by all managers having responsibility for the fiscal management of a program, as it is the development of budget. This step answers the question, what is needed and how much is it going to cost? It is important, therefore, that consideration be given in developing and operating a budget that is the most feasible and systematic for the adult and continuing education program.

Following are six budget preparation models which you may consider when developing your budget and budget process. The most appropriate model depends on the situation, but whichever model is selected, it is imperative that a systematic budgeting process be done.

1. *Incremental or Line Item Budgeting.* This widely used budget model assumes the continuation of present programs, and proposed incremental changes. The increases/decreases become the focus of the analysis.

The advantages of this model are that it is (1) easy to understand and widely accepted by other managers and administrators, boards of trustees, legislatures and other bodies, (2) the emphasis of preparation of an analysis is focused on the increases for a given program, and (3) this is an easy budget to prepare, i.e., you identify the additional resources—personnel, materials, facilities—that are needed for a given fiscal period and you budget accordingly.

The disadvantages are (1) you are not forced to justify old programs and irrelevant programs are not eliminated, (2) this budgeting model is very much politically oriented, and (3) it is not practical in periods of declining income or program activities.

2. *Open-Ended Budgeting.* In this model, divisions, departments, or sub-programs submit their requests. The central adult and con-

tinuing education office or senior administrators adjust the budget to meet the required limitations of resources. This is usually done in negotiation with the division, department or sub-program.

Two advantages are evident for this model: (1) people preparing the budget have the feeling of freedom, i.e., they can express what they want, and (2) it is easy to prepare such budget documents.

The disadvantages outnumber the advantages: (1) those persons developing the division, departmental or sub-program budgets are not faced with hard decisions, (2) budget requests are almost always incompatible with resources, (3) it is difficult to produce information needed for comparative evaluation of programs, (4) decisions are often made on a political basis, (5) it may take two or three "budget rounds" or negotiations to get the requests in line with available resources, and (6) the preparation by each sub-program manager or coordinator of their own budget request may raise expectations too high.

3. *Zero-Based Budgeting (ZBB).* The central concept or purpose of this model is complete and simultaneous evaluation of all programs. Zero-based budgeting is closely related to open-ended budgeting. However, open-ended budgets are primarily associated with traditional line-item budgets, whereas zero-based budgets are associated with program planning and budgeting. The basic process of ZBB is to assume that all programs will be eliminated at the end of the fiscal year, and each manager must then justify, in both development of objectives and budgets, the continuing existence of the program. Usually some common guidelines and forms are given to each administrator in order that comparative analysis by the central office or administrator may be accommodated.

The advantages of zero-based budgeting are (1) it theoretically insures complete justification of programs, (2) it enables a manager to describe all the programs he/she would like, and (3) it is politically sound.

The disadvantages of zero-based budgeting are (1) the workload is tremendous, i.e., it requires volumes of paper and much time, (2) in actual practice little attention is usually focused on all the programs and analysis is usually focused on increases, and (3) it is doubtful that zero-base budgeting is practically feasible.

4. *Quota Budgeting.* In this model, those preparing budgets are given an initial figure and then requested to develop a budget based on this allotment. Control figures may be based on a dollar increase or decrease, percentage increase or decrease, last year's budget and so forth.

The advantages of this model are (1) the central office or manager determines the total budget at an early date, (2) managers generally have flexibility to make decisions with controlled totals, (3) unrealistic requests can be eliminated, (4) the entire adult and continuing education staff is aware of the overall budget picture as reflected by quota figures, (5) budgets can generally be prepared with "one round" of negotiations, (6) the process is well-controlled, and (7) this model minimizes the amount of paperwork.

There are also disadvantages: (1) there is a tendency to base new budgets almost entirely on old ones, (2) the central managers must decide what support level will be allowed for various cost centers and sometimes this decision may be made on an opinion or biased basis, (3) quotas are generally based on line items (personnel, materials, or facilities) and not on programs.

5. *Alternative Level Budgeting.* This model requires that several alternative budget levels, usually two or three, be prepared. The budget levels are generally designed by the central managers, and could be, for example, ten percent below present budget level, five percent more than present budget level, fifteen percent more than present level, and so forth.

The advantages of this model are (1) it is a good method for obtaining extensive program evaluation and clarification of program priorities, (2) it provides fuller information for central budgetary planners, (3) offers alternatives for decision makers, (4) makes use of the judgement of personnel at the operating levels, and (5) forces both program and central managers or coordinators to be cognizant of program priorities.

The disadvantages of this model are (1) it may be unrealistic if it is known that income is to be a lower level, (2) analysis will generally concentrate on the most likely level, i.e., if you are asked to prepare a budget at two different levels, you obviously are going to want to know which one is going to be given priority and concentrate your efforts on that one, (3) much work is involved in preparing various levels, (4) the central office must set the budget levels, (5) there is much uncertainty as to what level might be funded, and (6) it could lower morale in that those preparing a budget know that, as a general rule, only one level will be carefully examined and the other levels will represent what is wanted.

6. *Expenditure Classification Model.* This model combines features of the five previous budget models and consists of five steps. First, last year's budget is the starting point. Second, each adult and continuing education program unit is asked by central administration to eliminate a percentage of funds from old programs, thus encouraging the deletion of low priority programs. The third step is specific categories of "fixed" expenses (automatic salary increases, retirement contribution, and so forth), and "variable" ex

penses (increase or cutback in personnel, supply and equipment increases/decreases and so forth) are classified and defined for budget purposes. Fixed and semi-fixed expenses are items which a program manager has little or no control over, whereas variable expenses are controlled by the manager as governed by program growth, and decline and priority of the program activities. The fourth step is the identification of new budget items or elimination of items no longer budgeted. Examples could be new fee waiver policies for retirees, new employee benefits, capital improvements, purchase or rental of a terminal for computer tie-in and so forth. The final step is the identification of items to be transferred to another program, such as a program or activity being transferred to another academic program from a non-academic program, or the learning center being transferred to student or learner services from Adult Basic Education (or vice versa).

The advantages of this model are (1) it takes the major benefits from a number of other budget models, (2) it encourages a systematic approach to budget review and development, and (3) it assumes the present budget is adequate and works to improve existing budget policies and procedures, i.e., the "baby is not thrown out with the bath water".

As with the previous five models, there are some disadvantages: (1) time will have to be given to informing all central and program managers of the new process of shared decision-making, (2) understanding will have to be achieved on the rationale for eliminated dollars and definition of fixed, semi-fixed and variable expenses, and (3) paperwork will probably not be diminished, but greater use of computer programing is possible.

To summarize the third step of the program budgeting system process, this is the point where all resources are identified and a determination is made of the costs for securing (purchasing) these resources. It is the next two steps where this initial identification is compared with existing resources, Step Four, and then allocated, Step Five.

As an aid in identifying possible resources, following is a sample budget (Figure 2) for an adult and continuing education division of a midwestern college, showing the budget items, the account numbers and amounts budgeted for a fiscal year. As will be shown in Step Four, this is a line item budget, providing a fairly typical example of the items to be included in an adult and continuing education budget. Unlike other budgets of a college such as instruction or academic affairs, adult and continuing education often includes more items because of adult and continuing education being responsible for the entire programming and marketing (promotion) activities. Thus, for example, the need for a substantial amount, over $6000, for office supplies and printing and $6,600 for postage, whereas the instructional supply amount is low, $850, since most instructional supplies are included in each program budget (refer to Figure 1).

Figure 2
An Annual Budget for an Adult and Continuing Education Division of a Midwestern College

Budget Code	Item	Amount
209-513	Salaries—Instructional, Administrative & Clerical	$921,246
209-515	Salaries—Student Help	6,390
209-521	Office Supplies & Printing	6,084
209-523	Instructional Supplies	850
209-541	Telephone & Telegraph	800
209-545	Postage	6,600
209-551	Office Equipment Repairs	390
209-571	Travel	3,000
209-573	Travel—Instructional	500
209-631	Discretionary Fund	1,000
209-652	Rental—Instructional	280
209-661	Unclassified	
209-663	Entertainment	1,200
209-821	Office Equipment	685
TOTAL (209)—Adult and Continuing Education Division		$949,025

Step Four: Comparing Required Resources to Available Resources (Consider Priorities and Alternatives)

After income (source of funds) and resource projections (preparation of the budget) have been made, detailed attention should be focused on preparing resource requirements to available resources. This type of comparison should be made on a program by program basis.

Questions to be asked would include: Is the income (source of funds) projection reasonable? Are the resource requirements (personnel, material, facilities) reasonable projections? What can be done to reduce the need for resource requirements while still maintaining the effectiveness of the program? Within the framework of comparing the required resources to available resources and the actual allocation of resources, it is highly desirable to establish priorities and compare alternatives.

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The identification of priorities and the consideration of alternatives are vital aspects of the program budgeting process. As with other aspects of the program budgeting process, the isolation of priorities and alternatives is impossible. The consideration of priorities and alternatives is interwoven throughout the budget process.

Setting priorities may be defined as the establishment of the relative importance of specific goals, objectives and programs. There are various methods for stating priorities. Following are four examples:

1. *Pure Program Basis:*

	Rationale
#1 Priority Program—Voc. Occupational Programs	$ 60,000
#2 Priority Program—Continuing Health Ed.	10,000
#3 Priority Program—Women's Programs	15,000
#4 Priority Program—General Ed. & Interests	15,000
	$100,000

2. *Line Item Basis:*

#1 Priority—Present Salaries	$70,000
#2 Priority—Present Operation Support	5,000
#3 Priority—New Faculty Position	16,000
#4 Priority—Incremental Operational Increase for Inflation at 5% (5,000 × .05)	250
#5 Priority—5% Salary Increase (70,000 × 05)	3,500
#6 Priority—Other New Programs	5,250
	$100,000

3. *Combination of Program (1) and Line Item Bases (2).*
4. *Percentage of increases, Decrease or Dollar Adjustment.* This was described in Step Three when defining Quota Budgeting. The resulting budget by inference sets priorities.

The term "alternatives", as used in the planning process, refers to the concept of different programs and accomplishing the same objecitves. Thus, a choice between programs can be made based on cost effectiveness or other criteria. This concept is valid in budgeting programs as well. An example is that of considering the cost effectiveness of two different instructional formats—large lecture and small group discussion versus many small classes. Another example is the printing of a standard promotional flyer with specific copy inserted as needed or the printing of individual flyers for specific programs. Such alternatives should be continually evaluated and analyzed.

Step Five: Allocate Resources

An ideal budget is one which produces more valuable results than would be achieved if resources were allocated in any other way. Budgetary allocations should proceed not on whether each expenditure item represents something that is desirable or necessary in an absolute sense, but whether the planned distribution of expenditures can be expected to bring about results that are more valuable than could be obtained from alternative uses of the same funds.

There are practical difficulties in implementing this ideal concept of budgetary allocation. It assumes that the results of expenditures are measurable and that the value of different results can be compared. But the value of services rendered by an educational institution is sometimes hard to specify. Many persons tend to think of the budget as a compromise of value preferences and see no common basis for rationally assessing the values produced by expenditures. Budgeting seems to many persons to be an exercise of subjectivity and bias, but the aim of all decisions concerning resource allocation is the most acceptable use of the resources for the program's objectives and goals. Adult and continuing education managers should develop systematic procedures for the process of allocating and approving resources required for the various programs throughout the entire organization. Some of the important considerations in developing resource allocation procedures are the following:

- Review national, state and local adult and continuing education trends and outlook.
- Evaluate the allocation procedures in previous years.
- Prepare a staff list of program responsibilities and established due dates for submitting requests for resources.
- Review and update the adult and continuing education goals and objectives to be sure they are in agreement with the goals and objectives of the parent organization.
- Work with the staff to achieve an agreement on the program structure that will be utilized in the budgeting process.
- Identify and agree on acceptable output measures.
- Review and update budget forms and direction.
- Prepare and agree on program budgeting guidelines, e.g., programs cannot expand more than X percent, salaries for programs cannot average more than Y percent, every budgetary unit may increase their budget by Z percent, and so forth.
- Prepare a checklist for criteria to apply to each budgetary unit submitting a budget document. The following criteria could be included:

Is there an evaluation of last year's program budget? Have goals and objectives been established for the budgeting unit? Have outputs and standards been identified? Have programs been identified? Are the programs related to the established goals and objectives? Does the budget relate to the programs? Are the programs in agreement with the adult and continuing education program structure? Was the prepared budget arrived at through a systematic and rational process? Can the process be fully documented? Were alternatives and priorities considered throughout the budgeting process? Have priorities been established in rank order? Has a program management system been established to control and evaluate the budgetary units on a timely basis?

- Prepare narrative statements or charts to identify the process of approving the allocation of resources.
- Prepare statements concerning the manner in which resources will be approved in committee meetings, by central administration and so forth. Statements for allocating resources must be explicit and well-understood by all persons involved in the budgeting process.
- The powers and the authority to make decisions and recommendations must be clearly delineated for each adult and continuing education program, and the individuals involved in allocating resources clearly identified. In particular, budget responsibility of the chief executive and the chief executives of the parent organization must be clarified.

Step Six: Establish a System of Program Management

Program management is defined as the supervision, control and coordination of programs. The key to a successful program management system is the identification of programs and the responsibility for managing them being assigned to appropriate personnel. To help insure an effective program management system, several guidelines should be followed:

- A manning table or chart of budget areas and responsible personnel along with their designated responsibilities should be maintained and updated by the central manager.
- It should be clearly communicated that every program manager or coordinator has budgeting responsibilities. The specific responsibilities should be clearly identified.
- It should be the responsibility of every program manager or coordinator with budgeting responsibility to assure that expenditures do not exceed the approved budget.

- A systematic budget review system should be established by each program coordinator.
- Where applicable, program management responsibility should be outlined in job descriptions.
- Program coordinators or managers should be evaluated on a regular basis.
- An appropriate accounting system should be adopted to support the budgeting process.

In managing income it is important to establish responsibility for each source of income. Each adult and continuing education program should clearly identify key sources of income and set up a system to insure that reliable forecasts can be made. Also, it is important that provisions be made for timely warnings when actual income is not meeting or exceeding the projection and the reasons for the deviation. The system should allow sufficient time to make necessary budget adjustments.

An effective system of managing expenditures must be established and maintained to complement a system of managing income. This requires that responsibility be identified for controlling budgets. As previously stated, every manager with budgetary responsibility should be responsible for a balanced budget at the end of the year. Budget spending variances should have official approval from the appropriate central administrators.

A timely reporting system should be developed to keep central managers informed of budget and spending patterns within the entire organization. Every manager who has budgetary responsibility should receive a periodic, preferably monthly, budget report. Key expenditures, such as those listed in Figures 1 and 2, should be identified and scrutinized closely. For most adult and continuing education programs, key expenditures are salaries (honorariums) and direct program expenses. Thus, a system to closely control the payment of salaries and the cost of such expenditures as instructional materials, travel, related expenditures (meals, refreshments, notebooks, and so forth) is vital to controlling budgets.

Managing income and expenditures is most meaningful when accomplished under the umbrella of program outputs. That is, a budget is a financial plan which is converted to dollars and cents. A program budget is developed specifically to attain goals and objectives, within the context of outputs. Consequently, the program structure must be conducive to monitoring income and expenditures regularly in order to adhere to the financial plan and produce the desired program outputs. This means that effective program management and fiscal management cannot be separated.

Step Seven: Evaluate Results with Pre-Established Goals and Objectives

Closely related to program management, and a key component of program budgeting, is a system of evaluation. Evaluation is the feedback loop of the program budgeting system. Some type of evaluation, or feedback, must appear in every step of the program budget cycle, but it deserves special attention as a feedback component.

Evaluation is defined as a systematic process for determining or estimating the effectiveness of a particular program. The evaluation process need not be excessively difficult if a few basic guidelines are followed. One guideline to remember is that the purpose of evaluation is to compare actual results with expected results. Expected results should be set forth in pre-established objectives.

All educational programs are intended to produce some desired changes, within some time period. Thus, it is important that the objectives of a program be clearly stated and meet the criteria of an objective. If this is accomplished, evaluation is then, basically, a process of meeting with subordinates and superiors, and, hopefully, the recipients of this education (i.e., the adult learners) to determine the outcome in relation to the pre-established objectives.

Too often, evaluation is avoided because of its apparent complexity and inability to substantiate evaluation with "total" facts. However, the process of evaluating pre-established and actual results terminates in a judgement and not in a description of facts alone.

A key question to consider in evaluation is, "Did the program operate as it was designed to?" In addition to knowing if the program achieved its program objectives, it is important to also know how the program was conducted. Specifically, if a program succeeded or failed, it is important to be sure the program was conducted as it was designed to be carried out. Any changes should be noted. Ultimately, we wish to assess the effectiveness of the program design or the idea behind the program so that we can decide whether to reject, approve, expand or modify the design in the future. If we do not ascertain what actually happened during the program operation, we cannot evaluate that design as a basis for future decisions.

In order to monitor the processes in a program, there must be a program activity plan. While there are several variations of activity plans, most fall into three categories of (1) activity schedules—the identification of what activities need to be done and when, (2) the technique called Program Evaluation Review Technique (PERT)—the identification of the number of activities and when they should be done based on the completion or ending date of the program and the calculation of maximum, average and minimum days for each activity, or (3) the identification of critical activities through the Critical Path Method (CPM)—the identification of those activities that must be done on schedule in order that other dependent activities are able to be completed.

Such activity schedule charts are useful to the program manager during the operation of the program, and afterwards to planners and evaluators who are making decisions about the future of the program.

In addition to finding the results and checking the congruence of the plan and actual program, many evaluation studies are concerned with demonstrating that the activities actually caused a result. In other words, are the results of the program attributable to the program? Perhaps it was some outside force that enabled the program to obtain the desired results, e.g., people learning on their own with only marginal help from the course, or perhaps it was by chance. Thus, it is important that an evaluation process know how the results came into being and who or what is responsible.

The process of answering the foregoing questions and developing an evaluation process should culminate in an evaluation report. An evaluation report should be short and direct. It should include the following information:

- A brief description of the program.
- A statement of the objectives and related program activities.
- A report on objectives which were met, and also not met. This should include a description of the measuring techniques employed and a summary of the data.
- A report describing the activities or events outlined in the program plan that were actually achieved by the operating budget, those that were incomplete or not in accord with the design, and those that did not occur at all.
- A comparison of the program costs relative to a unit of output, such as cost per hour of instruction, instructional unit, CEU, or FTE, as discussed earlier in this chapter.
- Problems and difficulties of the program.

In reviewing the evaluation report, the following guidelines should be observed by the reader:

- Whenever possible, distinguish among facts, inferences and opinions.
- Discuss the report with affected parties.
- If opinion data are used, identify their source.
- Do not report an element that is of no importance to the decision maker.

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- Where pertinent to the report, use charts and tables to summarize the data.

Finally the evaluation report will become feedback in the program budgeting system. The value of the report will be in direct proportion to the impact it has on the future decisions made by planners. Without a good evaluation system, program budgeting will not be very effective.

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Chapter 10

Program Evaluation and Follow Up

Harold Beder

Attempting to conduct an adult and continuing education program without evaluation is like trying to drive an automobile at night, in the fog, without headlights. Though you may know where you want to go, it is unlikely that you will get there. Evaluation is important because it is through evaluation that the adult and continuing education program discovers whether or not it is meeting goals and objectives, whether goals and objectives are feasible, whether learners are actually learning and why it is, or is not, a successful program.

While most adult educators extol the virtues of evaluation, many fail to evaluate, evaluate improperly, or ignore the findings of evaluation. To some extent this is understandable since evaluation costs money, requires a time commitment and often disrupts program operation. Moreover, formal evaluation frequently requires a degree of technical expertise that adult educators often do not have. The result is a dilemma, i.e., though evaluation is considered important, it is often not carried out, at least systematically.

The purpose of this chapter is to assist adult educators in overcoming this dilemma. In achieving this purpose the attempt will be made to de-mystify the process of evaluation, provide the reader with practical evaluation techniques, and discuss the use and ramifications of evaluation. These objectives are addressed with the knowledge in mind that most adult educators have limited time and money to devote to evaluation.

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Before discussing evaluation at length, a definition of the term is in order. This task is not as simple as it might seem, however, for evaluation specialists often disagree about such definitions. As Alkin states:

> "To start with, in the development of a theory of evaluation, it is necessary to reach agreement on a definition of evaluation. Most would agree that a major failing of evaluation today stems from the lack of an adequate definition. Past definitions of evaluation have either equated it with: (1) measurement and testing, (2) statements of congruence between performance and objectives, or (3) professional judgements. None of these definitions by itself is sufficient. . ." (Alkin, 1969, p. 2).

Since it is unproductive to discuss a concept that has not been defined, a definition of evaluation has been adopted for use in this chapter. Specifically, *evaluation is defined as the act of ascertaining whether a specified program or program activity is achieving or has achieved its intended purposes.* Such a definition requires that at least two conditions be met before evaluation can take place. First, the essential elements of a program or program activity must be defined. For example, if instruction is to be evaluated, that which constitutes instruction must first be ascertained. Secondly,the intended outcomes of a program or program activity must be stipulated. If instruction were to be evaluated, for example, the types of changes expected of learners would first have to be determined.

STRATEGIES FOR EVALUATION

Like most program activities, evaluation must be carefully planned if it is to be successful. Steps to the planning process should include the following eight steps. Each step will then be described further.

1. Deciding on the purpose and use of evaluation.
2. Determining what will be evaluated.
3. Acquiring and allocating evaluation resources.
4. Establishing the proper climate.
5. Choosing an evaluation design or approach.
6. Conducting the evaluation.
7. Reporting the evaluation.
8. Acting on the results.

Step One: Deciding on the Purpose and Use of Evaluation

Common uses of evaluation are (1) to provide feedback helpful in program planning and improvement, (2) to prove that a program or activity produces desired outcomes, (3) to satisfy the requirements of funding agencies or sponsors and, (4) to provide data valuable in program promotion. Evaluation design and process depend on the use of evaluation. Thus, it is crucial that use be ascertained before evaluation design is considered.

Providing Feedback Useful in Program Planning and Improvement. This is probably the most common and important use of evaluation, and it subsumes most evaluation activities primarily conducted for the internal use of the adult and continuing education program. Examples include assessing staff performance, determining the impact of instruction and evaluating general goal attainment. Once this use has been decided upon, several related decisions must be considered. First, is a formative or summative evaluation desired? A formative evaluation is an on-going assessment that produces continuous evaluation feedback. Its utility lies in the fact that problems and weaknesses are identified in process, so that they can be corrected during the course of the program. As a result, the program improves as time passes. In contrast, summative evaluation is a terminal assessment conducted only at the end of a program or activity. For example, assume that the individualized instruction component of an ABE (Adult Basic Education) program were to be evaluated. In a formative evaluation, evaluation data would be collected and analyzed regularly on a daily, weekly, or monthly basis. Learning gains as indicated by test scores might be monitored continuously. The maintenance of learners' records might be checked periodically. If inadequacies were found, they would be corrected in process. In contrast, if a summative evaluation were conducted, individualized instruction would be evaluated but once. If the practice was found to be successful, it would continue. If it was found not to be successful, it would be discontinued or continued on a substantially modified basis.

A second decision would be, is a comprehensive evaluation or limited scope evaluation desired? Comprehensive evaluations focus on the entire program, while limited scope evaluations focus on one or a few activities or functions. Adult and continuing education programs are integrated systems, meaning that all components of a program affect each other. For example, recruitment and staffing affect instruction as much as or more than does instructional method. Although the integrated nature of adult education programs argues for comprehensive evaluation, comprehensive evaluation is usually more costly and disruptive than limited scope evaluation. Programs with limited resources available for evaluation may prefer the limited scope evaluation of specific important or problem components.

Third, in most cases it is important that evaluation be objective rather than subjective. Objective evaluations are based principally on systematically collected data, while subjective evaluations are based mainly on the opinions of the evaluator and/or others. The more subjective the evaluation, the more open it is to distortion, and evaluator bias.

Subjectivity also reduces confidence in the evaluation. There are occasions, however, when there is insufficient time to collect objective data, when the cost of collecting objective data is prohibitive, or when it is logistically impossible to collect. In such cases the subjective evaluation of an unbiased, insightful evaluator is generally better than no evaluation at all.

Finally, it is necessary to decide whether the evaluation is to be formal or informal. Formal evaluations are structured, systematic, scientific efforts designed to produce highly objective results. In contrast, informal evaluations are nonsystematic, *ad hoc* efforts designed to produce informal feedback. Many evaluation specialists do not consider informal evaluation to be worthy of the term "evaluation." However, practically speaking, time and cost factors do not permit the luxury of being a purist in adult and continuing education. Obviously, a formal evaluation should produce the more useful results, and if evaluation is worth doing, it is worth doing well. Yet, informal evaluation is helpful in identifying problem areas for subsequent formal evaluation and it is clearly better than no evaluation at all.

Validation of a Program or Activity. The ultimate goal of all evaluation is to produce the most objective results possible under the given conditions, the ideal being empirical proof that the program or activity is producing stipulated results. For many reasons which will be discussed later, this ideal is seldom achieved. However, when validation is the purpose of evaluation, it is especially important to come as close to objective proof as possible. Validation-oriented evaluation seeks to determine whether a given program or activity, such as individualized learning, produces a given effect, such as greater learner gain. It is generally employed to assess whether a program or activity is worthy of adoption or replication elsewhere. Evaluation of this sort must be carefully designed to eliminate sources of bias and distortion of results. Precise measurement must be employed, and the evaluator must have optimum control over the research situation. An experimental design and the services of an evaluation expert are generally required. When validation is the purpose of evaluation, evaluation should not be attempted unless the proper expertise is available.

Satisfying the Requirements of Funding Agencies or Sponsors. When the purpose of evaluation is to satisfy the requirements of funding agencies or sponsors, a political dimension is interjected, especially if future funding or support is contingent on positive evaluation results. The stakes involved promote several misuses of evaluation as noted by Edward Suchman. They are:

> *Eyewash*—an attempt to justify a weak or bad program by deliberately selecting for evaluation only those aspects that "look good" on the sur-

> face. Appearance replaces reality. *White-wash*—an attempt to cover up program failure on errors by avoiding any objective appraisal. Vindication replaces verification. *Submarine*—an attempt to "torpedo" or destroy a program regardless of its effectiveness. Politics replaces science. *Posture*—an attempt to use evaluation as a "gesture" of objectivity or professionalism. Ritual replaces research. *Postponement*—an attempt to delay needed action by pretending to seek the "facts." Research replaces service" (Suchman, 1976 p. 81).

Though from an evaluator's perspective these misuses should be avoided at all costs, there are several valid strategies for protecting the adult and continuing education program's interests in externally required evaluations. First, to promote confidence in the evaluation results, an unbiased evaluator should be obtained. If possible, however, it should be clear that the evaluator is to be accountable to the adult and continuing education program manager. Most importantly, the manager should actively participate in planning the evaluation, and should meticulously review the evaluation report for evidence of bias, inaccuracy and faulty inference before submission. If valid weaknesses are discovered, the adult and continuing education program should retain the option of explaining them and suggesting solutions in a supplemental report.

Program Promotion. Obviously, positive evaluation data are extremely useful in program promotion. Yet, conducting evaluation solely for the purpose of promotion can lead to all the misuses of evaluation, noted by Suchman, above. From the consumer's perspective, negative evaluation data should be presented as well as the positive and the normal urge to distort evaluation data for the purposes of promotion should be resisted.

Step Two: Determining What Should be Evaluated

Evaluation is a form of research and, as in all research, the problem to be studied must be carefully defined before methods and procedures are established and the research is conducted. There are several ways to approach this stage in planning an evaluation.

Commonly, adult educators begin with a general model of program operation which classifies and defines program components. Such a model helps in focusing the evaluation and defining its boundaries. A simple categorical model based on program inputs, processes and outcomes can serve this purpose well. First, the program is divided into recruitment, staffing, instruction, administration and external relationship components. Experience suggests that for most adult education programs nearly all activities can be classified under one of these categories. Next, for each category activities are listed according to their inputs, processes and desired outcome. For example, if we were dealing with promotion and recruitment, the result might look like this:

Activity	Inputs	Process	Desired Outcomes
Brochure Advertising	$1,000 financing, bid quotations from printers, bulk rate postal permit, expertise in graphics.	Prepare mock-up, send to printer, organize brochures by zip code, deliver to post office.	1,000 registered students, increased visibility.
Radio Announcements	Agreement of radio station, broadcast quality tape, announcer, copy.	Write copy, deliver to radio stations.	500 enrollees
Person to Person	Booth at state fair, "recruiters", flyers.	Staff booth at fair, distribute flyers at local shopping mall.	Increased visibility, 100 enrollees.

The value of these categories is that after the process has been completed, the evaluator can determine precisely what is to be evaluated and can then select the appropriate planning process and evaluation design.

Once program activities and functions have been identified, defined and categorized, the next step is to determine which, if not all, functions should be subjected to formal evaluation. There are at least three parts to the decision. The first is importance, or simply stated, which functions and activities are most central to program success? The second is feasibility, or which components can reasonably be evaluated, given current resources and organizational constraints, such as time limitations, funding and staff expertise? The third part of the decision is based on prior assessment of effectiveness through informal feedback. Simply stated, which components are expected to be problem areas?

It is generally crucial for an adult and continuing education program to maintain a formative evaluation program designed to monitor particularly important program components such as instruction. If carefully designed, not only can such evaluations produce ongoing, up-to-date information, but they can also yield longitudinal information that enables the adult education manager to identify trends and make comparisons over time periods. To capitalize on the longitudinal capability, selected components would have to be evaluated continuously in a similar fashion. For example, a formative evaluation design for instruction would be established and utilized for each course sequence over a period of years.

In some cases, however, unique or infrequently occurring program activity will warrant a "one shot" evaluation effort, in order to assess whether or not the activity should become standard practice. For example, an important strategy in program development is first to pilot a program or activity on a limited basis before totally commiting that program to the new practice. It is through evaluation that the program decides whether the new practice is worthy of long-term adoption. As an example, in considering the adoption of a new ABE text book, the new book might be tried out in several ABE classes where the impact on learning gains would be evaluated. If the evaluation results were favorable in a limited number of classes, the book may be adopted for all ABE classes.

Step Three: Acquiring and Allocating Evaluation Resources

Acquiring and allocating resources for evaluation is an important process, all too often taken for granted. Among the resources necessary for most formal evaluations are (1) expertise, (2) funds, (3) staff and (4) time.

Evaluation frequently requires sophisticated expertise in research. An evaluation must be designed that is appropriate for the situation, instrumention must be developed, evaluation processes must follow accepted procedures and valid inferences must be drawn from the data. A cardinal rule is not to attempt a formal evaluation unless you have access to the required expertise. Poor design, poor instrumentation and sloppy inferences will waste time and money and yield nothing of value in return.

The amount of funds that must be allocated to evaluation is a function of program size and complexity as well as the sophistication of the evaluation design. While commercial evaluators sometimes charge as much as 10 percent of the total program budget for evaluation, in most cases adequate evaluations can be conducted for considerably less, especially if the program itself does most of the work, e.g., good feedback evaluation forms. In any case, it is crucial that sufficient funds be allocated to evaluate well before evaluation commences.

The amount of time required for evaluation depends in part on the scope and design of the evaluation as well as program complexity. If the evaluation is to be designed and conducted by "in house" staff, provisions should be made in advance for assigning responsibilities and releasing staff from regular activities. If an external evaluator is used, the amount of staff time required to assist the evaluator should be determined and planned for. Many well intentioned plans for evaluation have gone astray because provisions for staff time were not made and staff were overloaded with evaluation work in addition to their normal duties.

Step Four: Establishing the Proper Climate

The success of evaluation depends greatly on the participation and cooperation of staff members and program participants. Evaluation, however, is frequently a threatening activity for staff members who fear their career success is at stake. As a result, evaluation designs are sometimes thwarted and evaluation data are distorted. Establishing the proper climate is vital, therefore. Following the truism that people fear most what they do not understand, the staff should be well oriented to the evaluation. Evaluation must always be explained in positive terms, i.e., as an activity designed to improve the program rather than an activity designed to eliminate "dead wood", or identify staff inadequacies. In many cases it helps if staff participate in the planning process. The evaluation report itself should be written in a positive tone and shared with staff for the avowed purpose of improving practice, and the confidentiality of data from evaluation participants should be rigidly protected.

In large scale evaluations, it is often wise to appoint an observer whose role it is to monitor the climate of the evaluation. When threatening feelings are noted by the observer they can be addressed before the evaluation is seriously affected. Finally, in highly politicized situations, it may be wise to opt for a non-judgemental assessment—an assessment that merely provides an analytical description of the program or activity, rather than one which judges whether the program is good or bad, successful or unsuccessful. An example of a nonjudgemental evaluation is presented later in this chapter.

Step Five: Choosing an Evaluation Design or Approach

Thus far our discussion of evaluation has been common sense in tone. As we have frequently mentioned, however, evaluation is a form of research which often requires a level of technical expertise that goes beyond common sense. A need for expert knowledge is most frequently required in designing and conducting evaluations, and for that reason, a substantial portion of this section will dwell on the topic of design.

Design The design of an evaluation is a set of rules and procedures which govern how data are to be collected and analyzed. Moreover, embodied in the design are the rules of logic for making conclusions about program success or lack of it. Certain designs are suited for certain purposes. Thus, a misapplication of a design to a certain purpose is likely to distort or bias an evaluation.

Experimental Design Most evaluation specialists consider the experimental design to be the optimum design in evaluation and, in fact, purists consider it to be the only worthy design. The power of the experimental design lies in its ability to control for factors that may distort or bias the evaluation.

First, a program or activity is identified which is intended to produce certain results. As an example, let us take the counseling-learning method of teaching English as a second language (ESL). The activity is instructional method; the intended result is a mastery of spoken English. To evaluate the effect of the treatment, randomly assigned learners are divided into two groups, a treatment group which will receive counseling-learning instruction, and a control group which will receive no instruction. Note that random assignment of subjects is crucial if we are not to bias the results.

Next, both groups will be given a valid and reliable test to determine beginning proficiency in English. The treatment group will be given instruction and, after a predetermined period of time, both groups will be tested again. The difference in performance between the treatment group and the control group can then be attributed to the treatment, counseling-learning, and we have our evaluation. Unlike any other evaluation design, the experimental design controls nine common threats to validity. Campbell lists them as follows:

1. *History*: events, other than the experimental treatment, occurring between pretest and postest and thus providing alternate explanations of effects.
2. *Maturation*: processes within the respondents or observed social units producing changes as a function of the passage of time per se, such as growth, fatigue, secular trends, etc.
3. *Instability*: unreliability of measures, fluctuations in sampling persons or components, autonomous instability of repeated or "equivalent" measures. (This is the only threat to which statistical tests of significance are relevant.)
4. *Testing*: the effect of taking a test upon the scores of a second testing. The effect of publication of a social indicator upon subsequent readings of that indicator.
5. *Instrumentation*: in which changes in the calibration of a measuring instrument, or changes in the observers or scores used, may produce changes in the obtained measurements.
6. *Regression artifacts*: pseudo-shifts occurring when persons or treatment units have been selected upon the basis of their extreme scores.

7. *Selection*: biases resulting from differential recruitment of comparison groups, producing different mean levels on the measure of effects.
8. *Experimental mortality*: the differential loss of respondents from comparison groups.
9. *Selection-maturation interaction*: selection biases resulting in differential rates of "maturation" or autonomous change. (Campbell, 1969, p. 190)

Feasibility of the Experimental Design. Despite the fact that it approaches logical perfection when conducted properly, the experimental design is like a butterfly—beautiful to contemplate, but difficult to capture and nearly impossible to domesticate. As a result, experimental designs are rarely used in practice unless the purpose of evaluation is rigorous validation.

There are many reasons. First, it is often logistically impossible for adult and continuing education programs to randomly assign participants to control and treatment groups, and it is frequently indefensible to deny "treatment" to a control group. Secondly, experimental designs require valid and reliable measurements which are all too often unavailable or too costly to develop. Though experimental designs often require an extended evaluation process, the results are not available until the end of the treatment, precluding use in formative evaluation. Finally, experimental designs are not feasible in programs where enrollment fluctuates greatly.

Though it can be said in summary that experimental designs should be used whenever appropriate and possible, it must be recognized that such use is often not feasible or practical. When an experimental design is employed, it must be followed to the letter. This increases the potential for program disruption and generally requires access to an external source of evaluation expertise which must be purchased.

Summary: Experimental Design

When to use: when rigorous validation of a specific program practice is an imperative.

Necessary conditions: random assignment of subjects to treatment and control groups, valid and reliable measures, identifiable treatment and means of measuring that treatment, little or no attrition or dropout likely from experimental control groups.

Advantages: highest degree of confidence in results.

Disadvantages: summative in nature, difficulty of randomly selecting participants, treatment may be denied to the control group, disruption of normal program, need for technical expertise, cost, not feasible when enrollment fluctuates greatly.

Warnings: do it correctly, or do not do it at all.

Quasi Experimental Design. A quasi experimental design utilizes part of the experimental design, but not all of it. As a result, some of the logistical disadvantages are eliminated, but in the process the potential for bias increases. Let us assume that our hypothetical ESL program found it impossible to randomly assign participants to control and treatment groups, and that the decision to evaluate was not made until after the program has begun. As a result, participants in the experimental class, counseling-learning, are tested after the program and their scores are compared to the tests of participants in a regular ESL course employing the audio-lingual approach. Assuming that the hours of instruction are equal for both groups, we do have an objective measure of comparison. We have not, however, controlled for history, maturation, selection or experimental mortality. We cannot say with confidence, therefore, that any difference in scores was produced by the treatment.

Summary: Quasi Experimental Design

When to use: when an empirical assessment is necessary and an experimental design is not feasible.

Necessary conditions: ability to follow some, but not all of the experimental pattern.

Advantages: an empirical measure of success is determined with minimal logistical disadvantages.

Disadvantages: greater potential for bias than experimental designs; less certainty that treatment causes results than with experiment.

Warnings: there is probably a better way, consider Measurement of Objectives and other designs before deciding on this one.

Measurement of Objectives. Measurement of objectives is the term we have assigned to the evaluation design most commonly used in adult and continuing education. In this case, the objectives of a program or activity are determined in advance. Let us assume, for example, that our objectives for staffing were to hire part-time faculty who were experts in the subjects they taught, had knowledge of adult teaching techniques, and were capable of establishing rapport with their students. The next step would be to phrase the objectives in a form amenable to measurement. The objective pertaining to part-time faculty might be measurably defined as those faculties achieving an eighty percent score on a test of subject competence. Knowledge of adult teaching techniques might be operationally defined according to the achievement of a certain score as rated by classroom observers. Rapport might be operationalized by specifying that 80 percent of the participants will report via a survey that rapport has been achieved. The final steps are

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the development of instrumentation to measure the attainment of operational objectives and the actual measurement itself.

This type of evaluation lends itself well to competency based instruction. It can also successfully be used for formative as well as summative evaluation and for comprehensive as well as limited scope evaluations. Part of its strength, then, is its great flexibility. Another advantage is that measurement of objectives forces the program to clarify its goals.

There are drawbacks, however. Measurement of objectives requires that the objective be operationalized for precise measurement. Frequently this is difficult or impossible. For example, how would one measure consciousness raising or self-awareness. Attitudinal change is another difficult-to-measure outcome. When the objectives of a program or activity are difficult to operationalize, there is often a tendency to focus the evaluation on those components which can be operationalized, ignoring other objectives. This produces a distorted evaluation and may cause the program to shift its emphasis to more easily measured components. Problems also occur when inappropriate measures are selected because appropriate measures do not exist or are too costly to develop. As a case in point, reading tests designed for children are often used to measure success in ABE because there are few adult oriented tests available.

Still another problem results when measurement of objectives is used to measure short-term success, when it is long-term success that really matters. Take, for example, an occupational orientation program of six months duration which has participant job acquisition as its major objective. To measure the achievement of this objective during the life of the program will doom the program to mediocre and irrelevant evaluation results, since the impact cannot reasonably be expected to occur until well into the future. Though a longitudinal study might be designed to rectify the situation, such studies are costly and difficult to conduct.

Summary: Measurement of Objectives

When to use: when program goals and objectives are clear and can be operationalized for precise measurement.

Necessary conditions: measurable objectives, precise measures of objective attainment.

Advantages: flexibility of use, forces the program to clarify goals and objectives.

Disadvantages: tendency to ignore difficult-to-measure objectives, cannot be used for non-measurable objectives, does not tell why objectives were or were not achieved.

Variations of Measurement of Objectives. There are several variations of the measurement of objectives design worthy of note. The first is *discrepancy analysis.* In discrepancy analysis, general goals and objectives are ascertained and compared to analytical description of actual program practice. The analysis is global in that there is not necessarily an effort to operationalize and measure each objective. The purpose of the evaluation is to provide program planners with a contrast between what they generally intend to achieve and what the program actually is achieving. Discrepancy analysis is non-judgmental in that value judgments are not made regarding the "goodness" or "poorness" of the discrepancies noted between intended practice and actual practice.

A management information system is another variation of measurement of objectives. In this case, procedures are established for collecting empirical data relative to programmatic objectives on an ongoing, or formative basis. In large scale management information systems, data are stored in a computer where they can be tapped for goal attainment information efficiently and easily.

Descriptive Analysis. In evaluation there is almost always a judgment of one sort or another. The question is whose responsibility is it to make the judgment. In most cases it is the evaluator's role. However, in descriptive analysis, it is left to the reader to judge. A descriptive-analytical evaluation provides a data based description of program or activity operation, and then makes inferences as to causes and effects based on that data. Such an evaluation helps planners to understand what they are doing and to what effect.

Descriptive analysis is particularly useful in two situations. First, when the evaluation climate is characterized by great apprehension and mistrust, the non-judgmental nature of the design helps to reduce opposition, for staff are more likely to rebel at being judged than they are at being analytically described. Secondly, the analytical description design is very useful when the program or activity of focus is a fluid, rapidly changing one where goals and objectives frequently shift over time. Clearly, previously discussed designs are not feasible in programs that experience frequent goal shifts. Descriptive analysis, however, can describe the nature and consequences of each shift without jeopardizing the design.

An example will demonstrate these points. Assume that staff training is to be used to transform a minimum security correctional facility from a custodial orientation to a theraputic orientation. At the beginning, it is not known what kind of training will produce the desired consequences, and the correctional education staff are very apprehensive about the intended role re-orientation. As a result, the program "feels its way" through the situation, trying several training models to see what works and what does not. The descriptive-analytical model is used to chronicle the entire process, noting the consequences of each change in training format. Since neither the trainers nor the participants are to be judged by the evaluator regarding their performance, the research is tolerated with adequate cooperation. At the end of the project, the descriptive analytical picture helps planners to identify the training strategy which has the best potential for success and, ideally, that strategy is piloted in several other institutions where it is rigorously evaluated in an experiment design format.

The example points to several weaknesses as well as strengths. Although the process did provide important programmatic insights and did promote cooperation, it failed to demonstrate whether the training produced consequences. Moreover, it did not measure whether the objectives had been attained.

Summary: Descriptive Analysis

When to use: in hostile evaluation climates or when programmatic goals and objectives frequently shift during the course of a program or activity.

Necessary conditions: access to wide array of data.

Advantages: precise specification of treatment or objectives is not necessary, more acceptable to hostile staff and/or participants than judgemental evaluation.

Disadvantages: does not assess the attainment of objectives, does not judge effectiveness.

Warnings: be sure to use an insightful evaluator.

Input-Output Model. A basic systems model of program operation assumes that inputs, students for example, are transformed through some process such as instruction to produce an output, which in adult and continuing education is generally an adult who has acquired more knowledge, skills, or understanding. The input-output evaluation design assumes that if both inputs and outputs are of high quality, the process must also be of high quality. Thus the evaluation process is based on assesssing inputs and outputs, according to some predetermined external standard.

Accrediting agencies and the military are quite fond of this model. In the case of higher education, an accrediting agency evaluation team visits the campus and collects data on inputs and outputs. Examples of input data include the number of books in the library, the characteristics of admitted students and the number of Ph.D.'s on the faculty.

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Typical output data refer to number of students admitted to graduate schools, faculty publication rates and so forth. Quality is assessed according to whether or not inputs and outputs meet the accrediting agency's standards of quality.

Although seldom used in adult and continuing education, the major advantage of this model is that in using it a large and complex program can be evaluated at minimal cost in a relatively short period of time. The disadvantages are many. First, it does not necessarily follow that if inputs and outputs are of high quality, process is also of high quality and vice-versa. Secondly, the input-output model produces little understanding of program process and, for most educators, this is the most important area for evaluation. Quality is usually assessed according to external standards over which the program has no control, and the input and output components selected for analysis may not be particularly important from the program's perspective. In short, the input-output model sacrifices analytical depth for evaluation efficiency.

Summary: Input-Output Model

When to use: when a large and complex program must be evaluated in a short period of time at minimal expense.

Necessary conditions: available data regarding stipulated inputs and outputs.

Advantages: efficiency.

Disadvantages: little internal control over evaluation, does not provide insights regarding process, little analytical depth.

Expert opinion. Expert opinion is generally a subjective form of evaluation where an external expert makes assessments using his or her professional judgment and experience. Although some data are generally collected, data are primarily used for basic sensitization and understanding rather than as empirical evidence. The subjective nature of most expert opinion evaluations generally reduces confidence in the results and, of course, the adult education program has little control over the criteria upon which the evaluation is based. On the other hand, an astute expert can frequently provide valuable insights in a highly cost effective manner. Obviously, the value of an expert opinion evaluation depends greatly on the quality of the expert engaged and his or her understanding of the program. The best expert opinion evaluations are conducted by experts who cannot only diagnose problems, but can also offer practical and creative solutions to them.

Summary: Expert Opinion

When to use: when cost, timing or potential for programmatic disruption preclude use of more objective designs.

Necessary conditions: availability of a competent expert and the means to engage his or her services.

Advantages: cost effectiveness.

Disadvantages: subjectivity, lack of control over evaluation criteria.

Warnings: select expert with extreme care.

Free Market Approach. The free market approach to evaluation assumes that since participation in adult and continuing education is voluntary, an activity or program is meeting learner needs and is of high quality as long as a high degree of participation is achieved and maintained. Stated more bluntly, if the program is poor, adults will "vote with their feet." The free market approach is extremely common in public school and higher education adult and continuing education programs. Admittedly, it is inexpensive and deceptively easy to conduct. From the perspective of evaluation, however, it is an undesirable way to proceed.

First of all, the logic is faulty. There are many reasons why adults do or do not participate in adult and continuing education that have absolutely nothing to do with quality or the meeting of their needs. Competing family responsibilities, transportation and cost are but a few. Secondly, even if the free market approach were successful in assessing quality, it could not identify the reasons for quality or lack of it. Hence, this approach has virtually no analytical power. Obviously, if reasons for poor quality cannot be ascertained, they cannot be programmatically addressed. Unfortunately, the free market approach is most commonly used to assess staff performance, the assumption being made that lack of learner participation or decline in participation are necessarily the result of poor teaching. Such assessments are unwarranted and unfair to all staff involved.

Summary: Free Market Approach

When to use: when more rigorous approaches are impossible and then only as an informal indicator.

Necessary conditions: voluntary participation in learning activities.

Advantages: convenience.

Disadvantages: based on faulty logic; low analytical power.

Informal Feedback. Informal feedback is an approach to evaluation rather than an evaluation design per se. In this approach to evaluation, the adult and continuing education program establishes informal channels of communication with staff, participants and external agencies to acquire feedback regarding the success of its operations. Ideally, information from one source is cross-checked against information from other sources. Occasionally, informal feedback is supplemented with empirical data collected on an *ad hoc* basis. While informal feedback lacks rigor, the systematic gathering of informal evaluative feedback is crucial to program effectiveness. When problem areas are noted through informal means, formal evaluation can be focused on them. Informal feedback is a useful means of assessing the value of formal evaluations, and it can fill the gap between what *should* be evaluated and what practically *can* be evaluated in a formal manner. Moreover, informal feedback is highly responsive to day-to-day needs for evaluative information.

Informal feedback is indispensable because rarely, if ever, can a program gain all the evaluative information it needs to program effectively through formal means. Great caution must be exercised in acting on informal feedback, however, because informal communication is highly susceptible to bias or distortion. Frequently, as much misinformation is conveyed through informal channels as valid information.

Summary: Informal Feedback

When to use: continuously, but with caution.

Necessary conditions: established communication channels between staff, participants and external agencies.

Advantages: fills the gap between what should be evaluated and what can practically be evaluated in a formal manner, responsive to day-to-day needs for evaluative information, convenient and cost effective.

Disadvantages: open to bias and distortion, low degree of analytical rigor.

Step Six: Conducting the Evaluation

Regardless of the purpose and design of an evaluation, proper timing is an essential factor in successful evaluation. It is always desirable to plan for evaluation before a program or activity begins, and if formative evaluation or an experimental design is to be used, prior planning is an absolute essential. Once an evaluation is under way measurement must be conducted at the proper times and the results of evaluation obviously must be available while there is still time to act upon them. Proper timing is so important that it is generally useful to establish a time line for each step in the evaluation process, i.e., a schedule of when the evaluation will be conducted and when the results should be available.

The procedures used to collect data are also vital elements of conducting an evaluation, because an evaluation is only as good as the data upon which it is based. The most common data collection tools are tests, surveys, interviews and observations. There are technical criteria that must be reliable and valid. Kerlinger (1967) defines reliability in terms of the degree to which we will get the same results time after time by measuring the same object with the same measures. Hence, reliability is synonymous with dependability. Validity is the extent to which a measure actually measures what it was intended to measure.

In administering a survey, extreme care must be taken in survey construction, field testing, sampling and distribution. Interviews and observations must be conducted in a fashion that does not bias responses, and the results of interviews and observations must be written up into analytically useful field notes. Unless the adult and continuing education program possesses staff who are technically competent to design and administer data collection procedures, it is imperative that external technical assistance be acquired.

Evaluation must be conducted in a supportive, cooperative atmosphere if the results are not to be prejudiced. Though the best evaluation designs and procedures control for bias, there is not evaluation process that cannot be sabotaged by a hostile and antagonistic staff or group of participants. Thus it is important that the principles established in the "establishing a climate", Step Four, section be adhered to throughout the evaluation process.

Step Seven: Reporting the Evaluation

All is for naught unless the evaluation report is clear, accurate and inspires confidence in its results. Although some evaluation strategies such as the free market and informal feedback varieties do not warrant formal reports, most formal evaluations require a report. An evaluation report should have the following components:

an introductory section which establishes the context of the evaluation for persons unfamiliar with the program,

a methodology section that explains the design and data collection procedures of the study, and

a recommendations section which offers suggestions for remedying weaknesses noted in the findings section.

Failure to include any section, or a poor job of presentation in any section reduces the utility of the report and reduces reader confidence in the evaluation.

The tone of the report should not be ignored. Evaluation reports should always adopt a positive, helping tone. Carping or cynical reports elicit defensive reactions from program staff which build barriers to the use of evaluation results. A positive tone does not, however, suggest a whitewash or cover-up. All conclusions as to effectiveness must logically follow from the data, and when data indicate weaknesses, the weaknesses must be reported. Generally speaking, the sponsors of an evaluation are within their rights to negotiate changes in the tone of a report or the inferences made from the data. Under no circumstances, however, should the data be altered unless, of course, it is inaccurate.

Evaluation reports should also be readily understandable by all. This means that technical language should be kept to a minimum and defined when used. Complex statistical analysis should either be explained in clear language, or placed in a supplementary appendix. All too often a veneer of pedantry is used to cover-up evaluation inadequacies. Remember, the purpose of the evaluation is to elucidate, not to obscure. The quality of the evaluation report is the criterion by which most outsiders judge the quality of the evaluation, and the report itself is the only lasting record of the evaluation. For these reasons, careful attention must be paid to this stage of the evaluation process.

Step Eight: Acting on the Results

Once an adult educator has reached this, the final step in the evaluation process, a great deal of time and effort has gone into the evaluation. It is time for the payoff. Will the evaluation substantially contribute to program improvement, or will the evaluation report gather dust like so many others? An evaluation has utility only to the extent it is actually used.

What promotes use? The first obvious answer is that no action can be taken on evaluation until the results are conveyed to the relevant parties. Hence, the evaluation, or a summary of it, should be distributed to all staff members. Note that this step is difficult to comply with unless the confidentiality of human data sources has been protected. In large scale, complex, evaluations a verbal presentation by the evaluators may be necessary to supplement the written report.

The next phase in use is generally a staff conference to discuss the evaluation results, to answer questions, and to offer solutions to weaknesses noted. Again, a positive, cooperative atmosphere is essential. Staff must realize that they are to be helped by the results rather than asked to account for their deficiencies.

Properly conducted, the evaluation conference can have a secondary effect of carthasis, providing the stimulus for identifying problems uncovered by the evaluation itself. Once problems are on the table, strategies for solution are decided upon, the program is modified accordingly, and a new cycle of evaluation is instituted.

Other Problems and Issues

There are several other problems and issues that remain to be discussed.

Cost of Evaluation. The central purpose of adult and continuing education is to provide learning experiences for adult participants. This mission is interferred with when time and money are allocated to supplemental activities and when the normal operation of the program is disrupted. This leads to a paradox of evaluation. The most formal, systematic and scientifically rigorous of evaluations also tend to be the most expensive, the most time consuming and the most disruptive. One need only re-read the section on evaluation design, Step Five, to arrive at this conclusion. Faced with this dilemma, the adult educator must come to a strategic decision. To what extent does the need for empirically valid evaluative information out-weigh the cost, time expenditure and disruption that may ensue? There is no easy answer, only a warning: by all means, know what you are getting into before you begin, and once you do begin be sure you can live with the side effects, such as the amount of time required, the reliability of the evaluation design used and the acceptance of the results by others.

External vs. Internal Evaluators. Though conducting an evaluation in-house will have pleasant budgetary consequences, it will also produce a greater drain on staff time and may deny you the expertise you need for a valid evaluation.

If you decide to select an external evaluator, the following questions may be useful:

- Does the external evaluator have the required technical expertise? Scrutinize the resume and ask for references.
- Does the external evaluator write a quality report? Ask for and review other evaluation reports written by the evaluator.
- Does the external evaluator promote cooperative staff relations and minimize program disruption? Query the directors of other programs he or she has evaluated.
- Is the evaluator's fee reasonable? Ask for bid quotations from several potential evaluators.

If an external evaluator is desirable, but budgetary or other constraints prevent selection of the option, there are several compromises. First, consideration might be given to engaging an evaluation expert as a technical consultant to an "in-house" evaluation. Though this option does not drastically reduce the time commitment required, it does provide access to a source of expertise and will promote confidence in the evaluation at reduced expense. Free sources of evaluation expertise might also be explored. Doctoral students in need of term paper or thesis topics, or state education department consultants are two possibilities.

SUMMARY

In this chapter, evaluation has been treated as a program development tool, a tool that, when properly used, provides vital information about goal attainment, program strengths and weaknesses, and needed program change. As a tool, evaluation can be likened to a mirror. Although we all know that we have facial features, we cannot see them without the use of a mirror, and unless we had mirrors to assess our appearance and to correct where possible, we would all live our lives in a disheveled state.

Like any other tool, however, evaluation must be used properly for the purposes intended. Evaluation must be carefully planned and skillfully conducted. Evaluation approaches which range from rigorous, scientific designs to informal feedback must be appropriate for the situation studied. And the results of evaluation must inspire confidence in their validity.

When all is said and done, we are left with the question of how we should evaluate evaluation itself. The answer is quite simple. Evaluation should be assessed according to its ability to promote program improvement. Given this prescription, it is clear that the results of evaluation must be put to use if the evaluation activity is to be at all worthwhile.

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PART III

MANAGING THE ADULT AND CONTINUING EDUCATION STAFF

Chapter 11

Relating People and Tasks: Managing Your Administrative and Instructional Staff

Lillian K. Beam

Managerial functions interrelate the aspects of planning, organizing, motivating and controlling, thus correlating the concept of relating people to tasks. Planning includes the setting of goals and objectives and developing "work maps" for accomplishing these goals and objectives. Organizing refers to the integration of resources, including people. Motivation and control more directly refer to the staff, since proper motivation has been assessed as a primary factor in job performance, whereas control involves the feedback of results and the follow-up necessary to compare accomplishments with original plans.

The preceding chapters have discussed the aspects of managing programs. Subsequent chapters will examine in-depth the human, staff and managerial concepts of communication, motivation and interpersonal relations, including conflict management, personal needs and staff evaluations. This chapter, then, will provide an overview of different management styles, some definitions, how to relate people to tasks, and examine managerial and leadership skills, providing techniques for the selection and development of administrative, instructional and support staff.

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MANAGEMENT AND LEADERSHIP

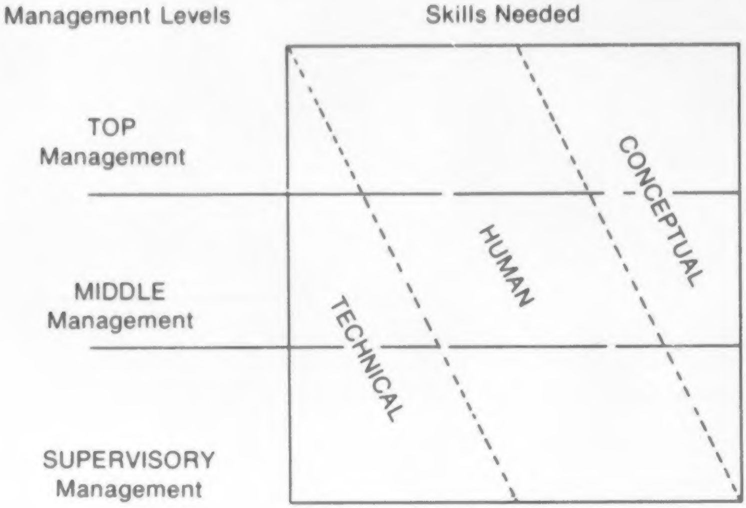
Management, defined as working with and through individuals and groups to accomplish organizational goals, must include by definition interpersonal skills in order to achieve stated objectives through effective leadership. Leadership is often considered as a separate and perhaps broader concept than management and includes the ability to motivate subordinates to accomplish their assignments with interest and confidence. Further definition asserts that management is a science which can be learned. According to Machiavelli, leadership is an inherent gift of courage, enthusiasm, imagination and vision. Peter Drucker contends, "There is no substitute for leadership, but management cannot create leaders. . . . Leadership requires aptitude . . . (and) basic attitudes. . . . Leadership is the lifting of a man's vision to higher sights, the raising of a man's performance to a higher standard, the building of a man's personality beyond its normal limitations" (Drucker, 1966 p. 159).

Quotations from world leaders stress the importance of leadership. Says Charles de Gaulle: "Men are of no importance; what counts is who commands." Lenin urged: "The true leader must submerge himself in the fountain of people." Gandhi asserted: "To stick to one's guns come what might—this is the essence of the gift of leadership." And Napolean Bonaparte: "He who governs should possess energy without fanaticism, principles without demagogy, severity without cruelty; he must neither be weak nor vacillating, nor, so to speak, must he be ashamed of his duty." Finally, Cardinal Richelieu cautioned, "Not the least of qualities that go into the making of a great ruler is the ability of letting others serve him."

While these quotations emphasize certain aspects of leadership, they combine to promote an inclusive and comprehensive definition of leadership *and* management, since successful management must include the imagination, the vision, and the courage of leadership. Management must also incorporate other important attributes--decisiveness, a willingness to listen, an understanding of people, the ability to communicate, the willingness to work hard, an understanding of the system, the setting of realistic goals, fairness, the ability to build morale, business knowledge and the ability to give clear instructions and training. Stated more succinctly and pragmatically, managers must have three basic skills in order to be successful—technical, conceptual and human skills. These skills are illustrated in Figure 1.

Technical skill includes the necessary ability to use knowledge, methods, techniques and equipment. Along with these technical skills go education, experience and training and are most important at the lower levels of management. Top managers do not need to know all the specific tasks but rather must be able to see how the tasks are interrelated in accomplishing the defined goals. Top managers must also be able to choose administrators who are equipped with the necessary technical skills. *Conceptual skill*, required most in top management, is the ability to understand the complexities and objectives of the total organization, and to understand the position of one's own operation or responsibilities. *Human skill* is that ability and judgment to work with and through people, understanding motivation and applying effective leadership. Human skill, better known as the ability to get along with people, is crucial to all levels of management and is undoubtedly the most important single trait of a successful administrator—more vital even than intelligence, decisiveness, knowledge, or job skills.

Figure 1
Management Skills



In addition the manager or leader must have a clear understanding and utilization of the fine managerial functions described by Koontz and O'Donnell—planning, organizing, staffing, directing, and controlling (Koontz and O'Donnell, 1974, p. 53.) Each function is briefly defined as follows:

Planning is the most basic of management functions.

> Plans involved selecting enterprise objectives and departmental goals and determining ways of reaching them. Plans thus provide a rational approach to pre-selected objectives . . . Planning is deciding in advance

> what to do, how to do it, when to do it, and who is to do it. Planning bridges the gap from where we are to where we want to go. . . . Planning is an intellectual process, the conscious determination of courses of action, the basing of decisions on purpose, facts, and considered estimates (Ibid, p. 53)

The managerial function of *organizing* is basically designing and maintaining a system of roles.

> For an organizational role to exist and be meaningful to people, it must incorporate (1) verifiable objectives; (2) a clear concept of the major activity involved; and (3) an understood area of discretion, or authority. . . . Organizing is, then, the grouping of activities necessary to attain objectives, the assignments of each grouping to a manager with authority to supervise it, and the provision for coordination horizontally and vertically in the enterprise structure (Ibid, p. 137).

Building the organizational structure through the proper and effective selection of personnel is the function of *staffing*. Although staffing is often combined with organizing, staffing is a distinct function since it requires knowledge different from that needed in organizing. In addition to selection, there must be the appraisal and development of personnel to fill the roles designed into the structure. Staffing must include the future concern requirements of the organization and must be included as the immediate responsibility of every manager at all levels.

Directing is "the interpersonal aspect of managing by which subordinates are led to understand and contribute effectively and efficiently to the attainment of enterprise objectives" (Ibid, p. 299). This function is especially difficult because the manager is dealing with complex forces, many of which he or she has no control. To understand the function of directing, one must first review the objective or purpose of the enterprise, the productive factors necessary for achievement—as important for education as other business—and the factor of the human nature. Education, as with other businesses, is concerned with producing "goods and services." The degree to which this production is attained is a measure of success. The function of directing means that persons must be managed so as to promote their full contribution and evoke as fully as possible their productive power. The manager cannot treat his or her subordinates as commodities, but must direct them so as to encourage subordinates to contribute fully to organizational objectives.

Controlling is the measurement and correction of the performance of subordinates to insure that plans and objectives are being accomplished. Control implies the existence of objectives and plans, and no manager can control without them. While the ultimate responsibility for the exercise of control rests with top-management, control is an essential function at every level.

MANAGEMENT STYLES

Much research, discussion and publication has been devoted to the many different kinds of leadership and management styles. In examining the different styles, the manager of adult and continuing education must determine whether he or she is task or relationship oriented, i.e., authoritarian or goal directed. Examined here will be Management by Objectives (MBO), the task-oriented leader, theories X and Y, the Likert system of management, Reddin's 3-D theory, the Managerial Grid, and the SPIRO model for effective goal setting.

First, let us examine McGregor's Theory X and Theory Y and compare these with Likert's management systems. McGregor's theory is discussed at length in Chapters 3 and 13. Briefly, Douglas McGregor in his *The Human Side of Enterprise* dramatized the human factor of management and set forth—at opposite poles—two pairs of assumptions about human beings which he thought were implied by the actions of autocratic and permissive managers. According to McGregor, "traditional organization with its centralized decision-making, superior-subordinate pyramid, and external control of work, is based upon assumptions about human nature and human motivation" (Hersey, p. 40). Under Theory X, most people are assumed to prefer direction, are not interested in assuming responsibility and want security above all. Theory X managers attempt to structure, control and closely supervise their employees and believe that external control is necessary for dealing with unreliable, irresponsible and immature people. Theory Y, on the other hand, assumes people are not by nature lazy and unreliable, but rather are basically self-directed and creative, if properly motivated. Managers who accept this theory do not usually structure, control or closely supervise the work environment, but rather attempt to expose their employees to progressively less external control, allowing them to assume more and more self-control.

Rensis Likert, based on numerous behavioral research studies, expanded on McGregor's theories. Likert found the prevailing management styles of organization can be depicted on a continuum (Figure 2) consisting of four systems (Likert, 1967, pp. 3–12):

System 1—Management is seen as having no confidence or trust in subordinates since they are seldom involved in any aspect of the decision-making process. The bulk of the decisions and the goal setting of the organization are made at the top and issued down the chain of command.

System 2—Management is seen as having condescending confidence and trust in subordinates, such as master toward servant. While the control process is still concentrated in top managment, some is delegated to middle and lower levels.

System 3—Management is seen as having substantial but not complete confidence and trust in subordinates. Significant aspects of control are delegated downward with a feeling of responsibility at both higher and lower levels.

System 4—Management is seen as having complete confidence and trust in subordinates. Decision-making is widely dispersed throughout the organization, although well integrated.

As summarized by Hersey "System 1 is a task-oriented, highly structured authoritarian management style, while System 4 is a relationships-oriented management style based on teamwork, mutual trust, and confidence. Systems 2 and 3—approximate closely Theory X and Theory Y assumptions" (Hersey, 1969, p. 54).

Management by objectives, better known as MBO, is highly recommended as a management tool for gaining mutual commitment and high productivity. George S. Odiorne defines management by objectives as:

> A process whereby the superior and the subordinate managers—identify common goals, define each individual's major areas of responsibility in terms of the results expected of him, and use these measures as guides for operating the unit and assessing the contribution of each of its members (from Hersey, 1969, p. 118).

According to Peter Drucker, MBO is based on the concept of human action, human behavior and human motivation, substituting control from the outside to stricter, more exacting and more effective control from the inside and insuring performance by converting objectives into personal goals. Drucker contends that MBO is a "principle of management that will give full scope to individual strength and responsibility and at the same time give common direction of vision and effort, establish team work and harmonize the goals of the individual with a common zeal" (Drucker, 1966, p. 135).

The Managerial Grid, a management-leadership concept popularized by Robert R. Blake and Jane S. Mouton, depicts at least five different types of leadership based on concern for the *tasks* to be done and concern for the *people* doing them. The managerial grid is discussed at length in Chapter 3 (pp. 53–54).

Similar to the Managerial Grid is the Three Dimensional Leader Effectiveness Model developed by William J. Reddin. Reddin added an *effectiveness* dimension to the tasks and relationships dimensions,

Figure 2
Four Systems of Management as Described by Likert

Organizational variable	System 1	System 2	System 3	System 4
Leadership processes used Extent to which superiors have confidence and trust in *subordinates*	Have no confidence and trust in subordinates	Have condescending confidence and trust, such as master has to servant	Substantial but not complete confidence and trust; still wishes to keep control of decisions	Complete confidence and trust in all matters
Character of interaction-influence process Amount and character of interaction	Little interaction and always with fear and distrust	Little interaction and usually with some condescension by superiors; fear and caution by subordinates	Moderate interaction, often with fair amount of confidence and trust	Extensive, friendly interaction with high degree of confidence and trust

thereby attempting to integrate the concepts of leader style with the situational demands of a specific environment.

Similar to Reddin, Hersey and Blanchard have further expanded leadership effectiveness in recognizing that the *situation* which the leader must deal with is a factor. As Hersey and Blanchard state, "the difference between the effective and the ineffective styles is often not the actual behavior of a leader, but the appropriateness of the behavior to the situation in which it is used" (Paul Hersey and Kenneth Blanchard in Pfeiffer and Jones, 1976, p. 94).

As assessment of the various leadership theories, styles and behavior emphasizes the fact that there is not a best style of leadership. Successful leaders should adapt their leader behavior to meet the needs of the group and the particular situations. Leadership, then, is a special application of management, a combination of authority and power, but still a behavior necessary to set effective goals and establish and maintain working relationships with subordinates. It is important for the manager of adult and continuing education to examine his or her style and to select and apply behavior that has the highest probability of achieving the goals of the institution.

In the preceding discussion of management styles, there have been numerous references to goals and objectives. It is important, therefore, to examine a model known as the SPIRO model. While this model is designed for setting personal goals, it enables the manager to establish goal-setting criteria that will be valuable in establishing institutional objectives. Personal growth goals and achievement goals are useful and effective if they are explicit and purposive, attainable and with some directional quality. Five criteria are: Specificity, Performance, *I*nvolvement, *R*ealism, and *O*bservation. Applying these five criteria to personal goals can result in more effective goal-setting and more efficient planning. *Specificity* identifies specific goals which imply steps to be taken or imply behaviors that need to be changed. *Performance* is oriented goals which guide what the person is going to do. *Involvement* is the extent to which the person involves self in the objectives. The attainability of the goal is the fourth criterion, or *Realism*. Finally, *Observability* has to do with whether other people can see the result, whether it is obvious that the criterion has been met, or whether the results are overt. Applying these five criteria to one's own personal growth goals should result in greater understanding of where one is going. Goal-setting is a continuous activity, a core behavior in the human potential movement of Life Planning, but it is equally important for performance objectives on the job, for staff goals, instructor goals, managerial goals as well as institutional goals.

The Humanistic Manager

The leadership principle of management is of particular importance for adult and continuing education managers since management must incorporate the influencing of people to work willingly toward the objective and correlate the interpersonal relationships which interrelate the leader, the follower and the situation. The adult and continuing education manager is placed in the unique position of belonging to the most rapidly growing component of the educational system, and is required to be a person of unusual and dynamic capabilities, with extreme perception and "open vision," having an awareness of the community, being innovative and flexible, and accepting differences. Leadership ability—the working with and through people—may be found in any of the different management styles described, but vital to the success of the adult and continuing education program is the humanistic manager dedicated to several basic principles of humanness.

A number of essentials of humanness are stated as injunctions: be natural, be yourself, care about people, expect people to succeed, mingle with people—your teachers, staff, students. Welcome people to your office, be willing to listen, be open to new ideas, suggestions, experiences, learning. Keep abreast of the trends and methodologies. Be willing to examine alternatives and take risks. Be willing to take a stand, make decisions, be responsible, willing to take the consequences of your decisions. Be dependable, consistent, fair, open, caring and friendly. Be industrious, energetic, flexible, and build your own personal strength, your own integrity, your own potential.

Add to these human characteristics a varied and balanced but consistent behavior, a good sense of humor, a zest for work, personal cleanliness and neatness, self confidence and persuasiveness, a healthy and vigorous constitution and inspiration for others.

The preceding list of "essentials" includes those aspects vital to the adult and continuing education manager who must relate people with tasks. These essentials will enable the manager to assess the needs of the program, the students and the staff, and will provide the sensitivities necessary to the recruitment, hiring, development, leading, communicating and evaluation of the staff in accordance with the goals and objectives of the program. The manager with the humanistic style will be able to adapt personal behavior to the needs of the situation or program and to staff.

The Manager As A Professional Educator

The humanistic style will enhance the total program and reflect in the manager's relationships with others, distinguishing him or her as the "professional educator." The key elements of a professional educator are:

- Mastery of special skills and methods.
- Knowledge of scholarly, historical and scientific principles.
- Intensive preparation and commitment to continued study.
- High standards of achievement and conduct.
- Personal freedom and independence of ideas.
- Sense of dedication to public service (Donald Ruhl in Klevins, 1976, p. 373).

Comparable behavior patterns were exhibited by the professional:

- Belief in self-regulation, meaning that only collegues not outsiders, are qualified to judge an individual's work and/or professional competence.
- Belief that one's profession is both indispensable and beneficial to society.
- Total devotion to work, by which is meant, personal commitment to the extent one performs services primarily for psychic satisfactions. (Being able to enjoy one's work offers its own reward.)
- Autonomy—the desire to be free to make decisions about one's own work.
- Use of professional organizations as a major referrant; that is, attending professional meetings and reading professional journals to become knowledgeable about the profession and its standards (Ruhl, *Ibid*).

Certain *personality characteristics* are found to be common to professional leadership and a major concept is the acceptance of people (staff and learners) as open, cooperative, caring and loving human persons. Other elements which have already been indicated are a commitment to excellence, an innovative and open mind, open communications, a good insight into self, a willingness to share authority and responsibility, a knowledge and awareness of the community and its changes, and the ability to be flexible and eclectic in programming.

Recruitment of Teachers and Staff

The manager of adult and continuing education programs who possesses the qualities characterized as a professional or a humanistic manager will be able to apply the same concepts of humanness and professionalism in the recruitment and hiring of qualified teachers, counselors, program coordinators and support staff. The manager will select teachers who not only know their subject matter and current methodology, but are interested in continued learning in growing and becoming for themselves as well as their learners.

Expressed more succinctly, the basic elements of a good teacher are: (1) knowledge of subject matter, (2) skill in methods of adult education and (3) ability to effectively relate to adults. Since higher educational standards have been established for teachers of adults, the first essential, knowledge of subject matter, is not difficult to ascertain. Likewise, the second skill in methodology or knowing how to create meaningful learning experiences requires substantial technical preparation. The third element is more difficult to assess but readily acknowledged by the humanistic administrator. Robert Luke calls this third element the "human relations" aspect which includes being able to relate to adults as peers as well as learners, being accepting of the fact that many students may be better informed in some areas than the teacher, being sensitive to the unspoken needs of the students, being open and honest about one's own needs, and being accepting of cultural differences (Luke in Klevins, 1976, p. 348). The manager, then, in selecting the instructor is most concerned with the conscious and unconscious interactive behavior that will develop between the instructor and learner either during or as a result of the learning process. This human relations aspect is also of the utmost importance in the selection of other managerial and support staff who will be chosen, not only for their skills and capabilities, but for their sensitivities to adult learning.

As a further guide to identifying the desired characteristics and staff responsibilities, presented in the appendix to this chapter are six specific job descriptions. Included are managerial, instructional and counseling position descriptions. They were developed and are used by the San Diego Community College District.

In addition to selecting instructors and staff who are capable and sensitive to adult learning, the manager must be aware of, and committed to the laws and guidelines under Equal Opportunity (EEO) and Affirmative Action. The manager has the responsibility to promote cultural, racial and human understanding within the community served and to give equal opportunity to all qualified persons without regard to race, color, religion, sex, marital status, national origin or handicap. By promoting a program of equal opportunity, the manager will provide students with a staff that is reflective of both sexes as well as representative of the multi-cultures and the multi-races in the demography served. The administrator will also provide leadership in the active investment in human potential as one constantly examines the recruitment and hiring process to increase the application and employment of minorities and women as well as handicapped persons.

An awareness of the legal aspects in recruitment is essential. Most organizations will have an affirmative action officer who can answer questions. A good rule is to avoid differential treatment to any candidate, making sure that all questions or comments which might be interpreted as sexist or racist are avoided, and that ethnic minorities and women are provided opportunities for employment and training in areas where there is no representation, or in positions from which they have previously been excluded. Provided in the appendix are some legal aspects of interviewing and a brief annotation of pertinent laws. Affirmative Action, then, refers to the positive action the manager takes to eliminate discrimination and inequalities and to enhance the human relations aspect of selection.

Staff Development

The human relations element, in addition to being vital to staff selection, is also undoubtedly one of the most important areas of staff development. Staff development should include orientation, pre-service and inservice training. The *program orientation* is usually planned prior to the opening of a session and involves all the administrative, instructional, secretarial and other support staff. All members are introduced and duties recognized; the needs, goals and objectives of the program are delineated so that all parties become knowledgeable and participatory.

Either preceding or subsequent to the orientation, careful organizational planning will include *pre-service training* for the instructors and staff so that they may understand the total organizational plan, understand how their segment of teaching impacts on the total program, and become personally involved with the school, the program and with one another. Periodic *inservice training* and staff development insures continued involvement, knowledge of the newest techniques and materials and increased efficiency, flexibility and excitement of the staff and program.

Staff development encompasses the concepts of inservice training to provide for improved job knowledge and skills, and the concept of career development, or the preparation for promotional advancement. Staff development, essential to organizational change and survival, is designed to bring about changes in staff personnel and to create a basis for renewal of the organization. It must include all employees. Four terms of staff development were defined by the Los Angeles Unified Schools.

- *Inservice Training*—organized individual and group experiences for the purpose of improving job knowledge, skills and performance.
- *Career Development*—programs aimed at providing information,

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experiences and training as preparation for advancement or new career.

- *Organization Development*—a training program that makes extensive use of behavioral science. It emphasizes improved interpersonal relationships and attitudinal changes intended to benefit the goals of institution as well as providing for planned change.
- *Technical Skills*—skills that center on knowledge and job "know how" rather than interpersonal relations and attitudes (William Johnston, Edmun Adams and Henry Nudson in Klevins, 1976, p. 340).

Inservice training, directed toward improving the knowledge, skills and performance of employees covers such topics as orientation, instructional techniques and strategies for specific subject areas, instruction relative to new instructional materials, learning theories, aspects of counseling and guidance, administrative procedures, and organizational development of skills including communications and problem solving. Additional topics may include personal qualities of successful adult teachers, group dynamics, self-awareness, analysis of adult characteristics, use of community resources, student evaluations, and school-community relations.

Inservice training may be that of voluntary courses taken outside working hours, but may well include compulsory training offered during working hours, particularly district-sponsored courses and meetings, individual readings and study, professional organization programs, research projects, self-evaluations, and faculty meetings. Inservice emphasizes three specific areas: (1) knowledge and skills required to do the job, (2) information needed to make the system work, and (3) organizational development with an emphasis on leadership and management skills. Inservice should be provided for all professional and non-professional personnel, since management and organization development play a very important role and reflect the growing recognition that interpersonal relations are a key to successful management.

An integral part of the inservice program is *career development* predicated on the idea of preparing people for advancement or promotion. If well planned, the career development program will identify accessible career ladders. On-the-job experience, job rotation and lateral transfers, as well as planned expansion of job responsibilities will be included. The total career development program will incorporate and emphasize leadership development and management training which will, in turn, insure the survival of the organization and have a positive effect on the morale of the employees.

Organization development, defined as changing and improving how people function, and aimed at encouraging and achieving change, is the humanistic component of the system. Training programs in this area may include a variety of human relations topics: problem-solving, leadership, communications skills, decision-making, conflict-resolution, team-building, management by objectives, time-management, goal-setting, performance evaluation, supervisory techniques, values-clarification, stress management, and transactional analysis. Organization development is an extremely valuable aspect of staff development in adult and continuing education since it becomes a means of involving staff in solving problems, making decisions and dealing with conflict, thus building a cohesive leadership team.

Essential to all staff development programs is an emphasis on *technical skills* to enable employees to keep up-to-date in the technical requirements of their jobs and to examine and become familiar with new materials, new equipment and new procedures. Finally, to be effective, a staff development program must have adequate funding, wide participation in the planning, and provision for evaluation.

MANAGEMENT OF INSTRUCTIONAL STAFF

The manager of adult and continuing education must apply a variety of managerial skills to the different staff components of staff—mid-managers, counselors, clerical (secretary and support staff), but especially to the instructional staff. Managing the instructional staff is particularly difficult since it is a common practice to have relatively few full-time instructors, thus requiring heavy reliance on part-time instructors, para-professionals and volunteer assistants. Added to the part-time aspect is the fact that few adult and continuing education operations are concentrated on one site. More often, an adult education program has numerous off-site locations, with classes being held in places such as churches, community centers, military installations and elementary or secondary schools. The managing of the instructional staff can very readily become a task-oriented rather than relationships-oriented because of the complicated processes of scheduling, classrooms, assigning teachers, controlling class-size and evaluating teachers that are seen infrequently. Nevertheless, the manager must be available to advise, assist, stimulate, encourage and criticize instructors, but withal to promote through them a quality of education and a motivation of service to students.

There are some techniques and practices, however, that the adult and continuing education manager can use which will keep the management of an instructional staff from becoming totally task-oriented. The manager is in the unique position of being a kind of pioneer in the exciting field of continuing education with the freedom to explore, experiment and make decisions in order to meet the needs of their community. The humanistic manager has many internalized values, assets and characteristics with which to tackle the obstacles presented in the management of instructional staff. Being a concerned manager, he or she must first get to know the staff, to understand their strengths and weaknesses and to be able to praise and bolster them. In order to do this, time must be taken to meet personally with each instructor and to make periodic visits to that instructor's classroom, regardless of location and time of class. An "open-door" policy is essential so that instructors feel free to come to the manager with problems or successes.

Another important practice is to regularly schedule instructional staff meetings which are invaluable since, at such meetings, the manager has not only the opportunity to promote the total institutional goals but also to share in the composite thinking of diverse instructors. At such meetings, also, there is an opportunity to reassess knowledge and skills, to explore the concerns and solutions involved in the complex class-scheduling and locations and to reaffirm support and confidence in the staff. Inservice meetings are another valuable aspect but need not require the manager's total participation. By providing the inservice meetings and by occasional participation, the manager will insure his or her commitment to the preparation and excellence of the instructional staff. Since the instructors are the most vital link between the manager and the students, the management of instructors requires special effort and the utilization of the unique and specific characteristics of humanistic management.

SUMMARY

The adult and continuing education manager has many management and leadership styles from which to choose and must first determine his or her own basic orientation to task versus relationships. For the manager it is imperative to develop the humanistic aspects of leadership since, in this most rapidly growing component of the educational system, the manager must influence many diverse types of staff to work willingly toward institutional objectives. As a humanistic leader, the manager will be able to select equitably and relate the staff to the goals and objectives of the institution as well as to motivate them to accomplish their assignments with interest and confidence. Equipped with the necessary job skills including technical, conceptual and human skills, the manager is open, receptive, flexible, and innovative in selecting staff equipped to help the adult and continuing education students to function more effectively in society and within their own community.

In addition to careful and dynamic selection, the manager provides the entire staff—managerial, instructional and clerical—with orientation activities as well as continuing staff and career development, including aspects of human relations which encourage the development of a "cohesive team." The adult and continuing education manager has a unique position in a rapidly growing component of education—an exciting, challenging, innovative role of relating people to tasks.

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Appendix 1

San Diego Community College District
Adult Program Department Chairperson—Position Description

It is the intent of this description to set forth and to establish a defined function and role and to enumerate specific responsibilities for the academic department chairpersons that appropriately exclude those functions and responsibilities as enumerated in Sub-section (M) of Section 3540.1 of Division 4 of Title I of the *Government Code* and which are reserved for supervisory personnel.

1.0 An Adult Program department chairperson is any certificated employee member of an academic department who has been appointed by the members of the department in accordance with administrative procedures. Nominations and appointments, employee eligibility requirements, terms of office, remuneration, and the amount of assigned time apportioned to fulfill chairperson responsibilities shall be determined by administrative procedures and guidelines established by the Directcr, President, and by Board policy and District administrative procedures.

2.0 *Role and Function of the Academic Department Chairperson*

2.1 Role

It is the role of the academic department chairperson to serve as liaison between the academic department and the appropriate management officers, and to serve as advisor to the management officers on those matters which impact upon the academic department as set forth below.

2.1.1 facilities
2.1.2 equipment
2.1.3 clerical support
2.1.4 instructional supplies
2.1.5 personnel
2.1.6 staff development

2.2 Function

It is the function of the academic department chairperson to coordinate academic department activities in accordance with District policies and administrative procedures. Such activities shall include but not be limited to:

2.2.1 General Professional

(a) To program within the department student-oriented educational services, including preparation for and meeting classes, and recommending schedules of classes to the appropriate director.

(b) To act as liaison between management and departmental staff members relative to the departmental function and responsibilities.

(c) To interpret to departmental staff the philosophy and goals of the District and the center and to assist in their implementation through educational services.

(d) To advise the staff of Board policies and administrative procedures and to coordinate the activities and programs of the department within the framework of the Policies/Procedures.

(e) To foster coordination and mutual understanding among and between other departments, and with other service components of the center.

(f) To assist with the program of continuing staff growth.

(g) To foster democratic procedures within the department.

(h) To assist in interpreting the center program and services to the community in appropriate public information matters and concerns.

(i) To attend advisory committee meetings for departmental instructional programs (Vocational-Occupational).

2.2.2 Coordination

(a) To plan and conduct regularly scheduled departmental meetings; provide minutes of meetings to department members and specific management officers.

(b) To act as a communication link between department and management for implementing actions that will result in solutions of identified problems.

(c) To cooperate with center-wide committees in any studies they may be conducting.

(d) To assist and advise staff members in the completion and submission of data and official records.

(e) To assist in preparation of the annual budget. To assist the center director in monitoring the departmental budget through review of requisitions, and act as advisor to management in the purchase of technical or instructional materials or aids as requested, keeping in mind that expenditures should aim for greatest educational value and the wisest use of public funds.

(f) To assist with the equitable distribution, care and security of equipment, materials and supplies.

(g) To recommend a list of suggested goals to be accomplished during an academic year; to review those goals with management and the department staff.

(h) To attempt resolution of problems between students and instructors, or between instructors assigned to the department.

(i) To coordinate the work of non-instructional staff assigned to the department under the direction of the appropriate management officer.

(j) To process correspondence addressed to the department.

(k) To represent the department on appropriate committees.

2.2.3 Instructional

(a) To advise management of the personnel requirements of the department; to assist with the preparation of job announcements.

(b) To assist the center director in the screening process for instructors, contract and hourly, to be assigned to the department.

(c) To arrange for departmental coverage or dismissal of classes in the event of instructor absence and if no substitute is provided.

(d) To participate in orientation of new instructors, contract and hourly, assigned to the department.

(e) To assist management in orientation of newly selected department chairpersons.

(f) To assist management with the planning of the advisement program for students.

(g) To coordinate within the department the development of new courses and curriculums, preparation of new and revised course outlines, and new course approvals, catalog revisions, library book recommendations, and textbook adoptions.

(h) To coordinate long-range planning and program evaluation for the department; to coordinate departmental evaluations of curriculum and instruction.

(i) To monitor individual class enrollments during each enrollment period; to recommend schedule changes as needed.

(j) To assist in developing selection criteria, screening procedure and the selection of students for restricted programs (Vocational-Occupational).

(k) To assist center director in summer school program planning.

2.2.4 Other Duties

(a) To perform other non-supervisory duties as assigned.

SAN DIEGO COMMUNITY COLLEGE DISTRICT
Adult Center Director

Primary Function: To administer the adult education program in a given area; to be responsible for direction of the instructional program and operation of the school plant.

Directly Responsible To: President, Adult and Continuing Education

Immediate Subordinates: Certificated and classified staff as assigned.

Assigned Responsibilities:

1. To administer day and evening adult education programs in a given area, which may include a main adult center with branch campuses, in accordance with policies of the Board of Trustess.
2. To develop and implement site budget, including branch campuses; to direct ordering of supplies and equipment.
3. To determine the adult educational needs in a given area through study and analysis of individual and group requests for classes by consulting with business, industrial and labor organizations and advisory committees on adult education; to develop programs to meet identified needs.
4. To recruit and recommend instructors for adult classes; to prepare and review evaluations with assigned staff; to direct and assist assigned staff in carrying out an effective instructional program.
5. To implement prescribed instructional programs, including the direction of instructional methods and use of equipment.
6. To coordinate adult program with that of elementary, secondary, colleges and community agency programs.
7. To locate facilities which meet state and district standards for student safety and building regulations for adult education classes.

8. To recommend revisions necessary in the adult school curriculum to meet the needs of students served.
9. To assist in the development of class outlines and in the selection and securing of instructional materials, educational devices, supplies and equipment.
10. To develop plans for educational counseling, programing and registration.
11. To supervise student body activities.
12. To aid in the establishment of inservice training programs for certificated and classified staff; to participate in planning and conducting workshops and institutes for staff improvement.
13. To plan and direct a program of public information and public relations in the community served.
14. To perform other duties as assigned.

SAN DIEGO COMMUNITY COLLEGE DISTRICT
Adult Center Assistant Director

Primary Function: To assist the adult center director in the administration of the adult education program in a given area; to aid the adult center director in administrating the instructional program and operation of the school plant.

Directly Responsible To: Adult Center Director

Immediate Subordinates: Classified staff as assigned.

Assigned Responsibilities:
1. To assist in the administration of the adult education program in a given area, which may include the site management of a branch campus, in accordance with policies of the Board of Trustees.
2. To aid in the evaluation of the instructional staff by visiting adult classes regularly to observe teaching techniques; to offer suggestions to the instructional staff regarding improvement of teaching methods.
3. To counsel and assist students who wish to pursue a course of study leading to graduation; to supervise the maintenance of records reflecting the academic progress of such students.
4. To act as a resource person in providing communication between the programs of the adult center and teachers, students and the general public.
5. To develop and supervise office procedures and record keeping dealing with student registration and course credits.

6. To aid the adult center director, as required, in teacher and classified evaluations, publicity for classes and program, and reports to the central administrative staff of the district.
7. To act as administrator-in-charge in the absence of the adult center director; to become knowledgeable in all aspects of adult education as a career ladder training opportunity.
8. To perform other duties as assigned.

SAN DIEGO COMMUNITY COLLEGES
JOB DESCRIPTION

Position Title: Adult Center *Instructor*—Full-time Contract Employee; Full-time Regular Employee; Full-time Long-term Substitute Employee; or, Special Program Temporary Employee

1.0 General Responsibilities

1.1 Under the direction and supervision of an adult center administrator the adult center instructor assumes the responsibilities for teaching adult center classes in one or more locations.
1.2 The adult center instructor keeps accurate records and makes all necessary reports.
1.3 The adult center instructor assumes professional responsibilities in regard to meeting with other faculty and staff on administrative details, curriculum, and other professional matters.
1.4 The adult center instructor continues to improve his professional skills.

2.0 Specific Responsibilities
It is the responsibility of each adult center instructor to:

2.1 Instruction/Curriculum

2.1.1 Meet with and teach the classes assigned at the designated time and place.
2.1.2 Be aware of and adhere to an approved course outline, which is filed in the adult center office; develop course outlines when required.
2.1.3 Develop syllabi and daily lesson plans in accordance with approved course outline.
2.1.4 Develop performance objectives for the students and implement an instructional program to reach those objectives; individualize instruction as much as possible.

2.1.5 Be available to counsel students on academic and career progress.

2.1.6 Notify the counselor of students who are failing or have severe personal problems.

2.1.7 Plan and conduct approved field trips or invite approved guest speakers which provide educational experiences not otherwise available to students.

2.1.8 Plan for and utilize appropriate media and materials to enrich the daily lessons.

2.1.9 Assure all students a safe and proper learning environment at school and particularly in the classroom.

2.1.10 At the beginning of the term, provide the students with information, preferably in written form, relative to:

    2.1.10.1 Goals and objectives of the course.
    2.1.10.2 Required and supplementary texts and materials.
    2.1.10.3 Attendance requirements.
    2.1.10.4 Class meeting schedule and duration and scheduled examinations.
    2.1.10.5 Required assignments outside of class.
    2.1.10.6 Means and methods used in evaluating student progress and achievement of objectives.
    2.1.10.7 Other pertinent information.

2.1.11 Keep students informed of responsibilities to the center, activities within the center and changes of procedures as indicated by student information bulletins from the administrative offices.

2.1.12 Periodically evaluate student progress toward meeting course objectives; advise the student of the results; and as required, report results to the administrative offices.

2.1.13 Assign grades and credit at the conclusion of the term according to district policy and the faculty handbook.

2.1.14 Participate in the evaluation of curriculum, instructional materials, and operational policy of the center, the adult division, or the district as required.

2.1.15 Advise the administrator of the public (community) need for new or additional educational programs for adults.

2.1.16 Keep informed of new discoveries in the teaching field; keep informed of new methods and materials; and advise supervisory personnel of the potential value of these innovations to the district.

2.1.17 Continuously scrutinize the educational policies and programs; and, through proper channels, indicate to the immediate supervisor the needs for improvement or change.

2.1.18 Advise and counsel students in regard to:

    2.1.18.1 Learning skills.
    2.1.18.2 Career opportunities related to the subject field.
    2.1.18.3 Other opportunities to expand their understanding of the subject field.

2.1.19 Carefully collect all district or materials fees, account for all monies collected or spent, and file fee exemptions when required.

2.1.20 Serve as faculty advisor to student organizations that are center approved.

2.1.21 Properly supervise all class activities.

2.2 Professional Development

2.2.1 Continue to study and research in the subject field to which assigned.

2.2.2 Maintain membership in organizations representing the interests of the field the instructor is assigned to teach; participate in those professional or trade activities; and make professional contributions.

2.2.3 Assist with planning, developing, and implementing of inservice training programs designed to improve instruction.

2.2.4 Voluntarily accept extended-day pay assignments.

2.2.5 Write or assist in developing grant proposals relating to the improvement of the educational program.

2.2.6 Administer or participate in programs supported by grant money.

2.2.7 Accept voluntarily the responsibility of supervising an intern or student teacher.

2.3 Administrative Service

2.3.1 Serve and attend departmental, faculty, division, curricular, or district committee meetings as required.

2.3.2 Keep precise records on student progress, achievement, and attendance in accordance with school and district policies and procedures.

2.3.3 Make the necessary reports to the center office in regard to attendance, grades, credit, special reports, student surveys, and standardized testing.

2.3.4 Keep the immediate supervisor informed of student behavior or incidents which could result in center liability or which could be inimical to the status of the center or district.

2.3.5 Report all accidents involving students or instructors on a proper form.

2.3.6 Report all unnecessary interruptions of the instructional program to the immediate supervisor.

2.3.7 Submit classroom needs (textbooks and materials) to the immediate supervisor prior to the beginning of the term.

2.2.8 Support the center's ASB by helping to select representatives, keeping the students informed, and by cooperating with ASB projects and activities.

2.3.9 Observe the schedule of time for the instructor *on campus* as approved by management; said schedule shall:

  2.3.9.1 Total no less than thirty (30) hours for each week of the semester exclusive of a duty-free lunch period of at least thirty (30) minutes per day.

  2.3.9.2 Include a minimum of three (3) hours per day on campus unless their administratively-approved schedules require less than five (5) days per week on campus.

  2.3.9.3 Full-time contract adult instuctors shall teach twenty-five (25) hours per week in the classroom, spend five (5) hours per week on other assignments, and ten (10) hours per week on preparation. Preparation time may be spent off campus.

  2.3.9.4 Sixty percent (60%) contract adult instructors shall teach fifteen (15) hours per week in the classroom, three (3) hours per week on other assignments, and six (6) hours per week on preparation. Preparation time may be spent off campus.

  2.3.9.5 Teachers on special assignment shall work forty (40) hours per week. The mixture of duties will depend upon the specific assignment.

2.3.10 Promptly and accurately report mileage for reimbursement when applicable to the teaching assignment.

2.3.11 Supervise students and visitors at the class site, insofar as their behavior adversely affects the educational program or the liability of the center.

2.3.12 Properly register all students according to district policy and procedure established by the center; screen the registration cards for minors (below the age of 18) and require minor permission forms when necessary.

2.3.13 Cooperate with colleagues in improving the educational program.

2.3.14 Provide adequate security for the district's facilities and equipment; report all broken, stolen, or lost equipment and materials.

2.3.15 Promptly advise immediate supervisor or designee of any anticipated absence.

2.3.16 Represent the center before the public when asked to do so.

2.3.17 Supervise the work of aides or other personnel when assigned.

2.3.18 Follow normal channels of communication when dealing with administration.

2.3.19 Perform other duties assigned when required for the benefit of the center or the educational program.

TEACHER—NONCLASSROOM

Primary Function: To assist Dean of Instruction in facilitating and coordinating district ESL and basic education classes.

Directly Responsible To: Dean of Instruction

Immediate Subordinates: Clerical staff as assigned.

Assigned Responsibilities:

1. Training key staff members to assume leadership roles in competency-based curriculum development.
2. Develop curricula with emphasis on implementation of APL objectives.
3. Disseminate information on resource materials and teaching strategies.
4. Interpreting ABE standards and completing reports.
5. Implementing testing programs.
   a) To meet ABE expectations.
   b) To meet requirements for 8th grade certificate.

6. Coordinating in-service training.
    a) Ascertaining needs.
    b) Disseminating information.
    c) Assisting in planning workshops.
7. Selecting and interpreting materials for classroom use.
8. Helping teaching staff as needed in planning for classroom activities.
9. Visiting classes.
    a) To ascertain program needs.
    b) To assist as needed.
10. Perform other duties as assigned and as the need arises.

ADULT AND CONTINUING EDUCATION HEAD COUNSELOR

Position Title: Adult Education Head Counselor

Position Description: Under the immediate direction of the site administrator, coordinates the day and evening counseling programs, and assumes responsibility for the leadership of all phases of pupil personnel and guidance services at the various campuses of an adult center.

Chairs the adult center counselor meetings, develops the agenda, and provides written background information for the counselor's meetings.

Directly Responsible To: Adult Center Site-Administrator.

Immediate Subordinates: Counseling and Clerical Staff as assigned.

Minimum Requirements:

A. *Education:* Master's degree in counseling and guidance, sociology, psychology, social work, or in a directly related behavioral science field. (Also Master's in special education and rehabilitation counseling, applies to handicapped).

B. *California Credentials Required:*
Must be eligible for a California Community College Counselor's Credential; General Pupil Personnel Services; or Standard Designated Services Credential in Pupil Personnel Services.

Major Responsibilities:

1) Develops and implements a program for counseling and programming each incoming credit student, reevaluation of student programs upon receipt of records of prior schooling and employment, and provision for counseling on personal student problems upon request.

2) Maintains permanent student record files and personal folders for credit students. Prepares list of students completing high school graduation requirements for the Board of Trustees approval at the end of Fall and Spring Semesters and the end of Summer Sessions. Prepares reports on students as requested by Community Agencies and the Adult Center Administration.

3) Provides a basic vocational guidance program including ordering and administration of standardized tests, program planning to meet vocational requirements, provides job market information, and refers students to job placement, to career guidance services, or to appropriate community organizations for assistance.

4) Provides a testing program (within credential parameters) including diagnostic, achievement, vocational and state-mandated basic skills tests. Coordinates and supervises the testing schedule and testing program. Assists the other counselors in interpreting test results for students and teachers.

5) Assists (E.S.L.) English as a second language teachers with counseling and proper class placement of students. Counsels advanced E.S.L. students into classes of the high school credit (diploma) program, Vocational Programs, and Programs of higher education, when appropriate.

6) Visits classes to explain graduation requirements for the high school diploma, vocational programs, and programs of higher education.

7) Counsels credit students and non-credit students by personal conference or by telephone.

8) Assists as liaison person with high school students, counselors, work counselors, district counselors, and other high school staff members.

9) Assists as liaison person with the teachers, counselors, and other personnel at the Community Colleges, counsels credit students with college advisement and follow-up.

10) Assists as liaison person with other adult counselors, community agency support personnel, and others who offer student guidance support services.

11) Provides counseling services for veterans as required by the Veterans Administration and the State of California. Assists veterans clerk in maintanance of records on all veterans who are credit students. Maintains attendance hours current, and completes necessary communication with the Veterans Administration.

12) May serve as senior class advisor, including coordination and supervision of graduation activities.
13) May serve as Associated Student Body (ASB) Advisor. Assists in planning ASB activities and ASB budget. Assists as liaison person between site ASB and other school administrative personnel.
14) Represents the adult center at various committee meetings as assigned.
15) May be delegated responsibilities in the absence of the site administrator.
16) Other duties as assigned.

Appendix 2

GUIDELINES FOR PRE-EMPLOYMENT INQUIRIES ILLEGAL PRACTICES

NAME	Inquiries about the name which would indicate applicant's lineage, ancestry, national origin or descent. Inquiries into previous name of applicant where it has been changed by court order, marriage, or otherwise.
MARITAL AND FAMILY STATUS	Any inquiries indicating whether an applicant is married, single, divorced, engaged, etc. Number and age of children. Any questions concerning pregnancy. Any such questions which directly or indirectly results in limitation of job opportunity in any way.
AGE	Requirement that applicant produce proof of age in the form of a birth certificate or baptismal record.
HANDICAPS	General inquiries (i.e. "Do you have any handicaps?" which would tend to divulge handicaps or health conditions which do not relate reasonably to fitness to perform the job.
SEX	Sex of the applicant. Any other inquiry which would indicate sex. Sex is not a BFOQ because a job involves physical labor (such as heavy lifting) beyond the capacity of some women nor can employment be restricted just because the job is traditionally labeled "men's work" or "women's work." Sex cannot be used as a factor for determining whether or not an applicant will be satisfied in a particular job.
RACE OR COLOR	Applicant's race. Color of applicant's skin, eyes, hair etc. or other questions directly or indirectly indicating race or color. Applicant's height or weight where it is not relevant to job.
ADDRESS OR DURATION OF RESIDENCE	Specific inquiry into foreign addresses which would indicate national origin. Names or relationship of persons with whom applicant resides. Whether applicant owns or rents home.

BIRTHPLACE	Birthplace of applicant. Birthplace of applicant's parents, spouse, or other relatives. Requirement that applicant submit a birth certificate, naturalization or baptismal record before employment. Any other inquiry to indicate or identify denomination or customes.
MILITARY RECORD	Type of discharge.
PHOTOGRAPH	Request photograph before hiring. Requirement that applicant affix a photograph to his application. Request that applicant, at his option, submit photograph. Requirement of photograph after interview but before hiring.
CITIZENSHIP	"Of what country are you a citizen?" Whether applicant or his parents or spouse are naturalized or native-born U.S. citizens. Data when applicant or parents or spouse acquired U.S. citizenship. Requirement that applicant produce his naturalization papers or first papers. Whether applicant's parents are citizens of the U.S.
ANCESTRY OR NATIONAL ORIGIN	Inquiries into applicant's lineage, ancestry, national origin, descent, birthplace, or mother tongue. National origin of applicant's parents or spouse.
EDUCATION	Inquiry ask specifically the nationality, racial or religious affiliation of a school. Inquiry as to what is mother tongue or how foreign language ability was acquired.
EXPERIENCE	None
CONVICTION ARREST AND COURT RECORD	Any inquiry relating to arrests. Ask or check into a person's arrest, court, or conviction record if not substantially related to functions and responsibilities of the prospective employment.
RELATIVES	Name or address of any relative of adult applicant.
NOTICE IN CASE OF EMERGENCY	Name and address of relative to be notified in case of accident or emergency.

ORGANIZATIONS	"List all organizations, clubs, societies and lodges to which you belong." The names of organizations to which the applicant belongs if such information would indicate through character or name the race, religion, color, or ancestry of the membership.
CREDIT RATING	Any questions concerning credit rating, charge accounts, etc.
REFERENCES	Require the submission of a religious reference. Request reference from applicant's pastor.

Appendix 3

FEDERAL REGULATIONS RE: EQUAL OPPORTUNITY/AFFIRMATIVE ACTION FOR EMPLOYMENT AND EDUCATION

1968—The U.S. Constitution, Article 14, Section 1 (Fourteenth Amendment)—"All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and the State wherein they reside. No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws." (In extending federal privileges free of state limitations the fourteenth amendment opened the way for a long case-by-case effort to bring the specific guarantees of the Bill of Rights under Federal protection, including civil rights for minorities. Only rarely has the U.S. Supreme Court interpreted the "equal protection" clause to prohibit different treatment under the law for males and females.)

1866–1871—Civil Rights Acts of 1866, 1870 and 1871, as amended, codified as Title 42, Chapter 21 in the U.S. Code.

Section 1983—Every person who, under color of any statute, ordinance, religion, custom, or usage, of any State or Territory, subjects, or causes to be subjected, any citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action at law, suit in equity, or other proper proceeding for redress.

Section 1985—Prohibits two or more persons from conspiring to deprive, either directly, or indirectly, any person or class of persons of the equal protection of the laws, or of equal privileges and immunities under the laws; or for the purpose of preventing or hindering the constituted authorities of any State or Territory from giving or securing to all persons . . . . the equal protection of the laws . . . . in any case of conspiracy all forth in this section, if one or more persons engaged therein do or cause to be done, any act in furtherance of the object of such conspiracy . . . whereby another is injured in his person or property or deprived of having and exercising any right or privilege of a citizen . . .

1963—*Equal Pay Act of 1963—(Amended P.L. 88-38)*—Fair Standards Act. Prohibits unequal pay for men and women doing equal

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work on jobs which require equal skill, effort, responsibility, and performed under similar working conditions. *In 1972* amended to include executive, administrative, and professional employees.

1964—*Civil Rights Act of 1964—(P.L. 88-352)*
Title IV provides non-discrimination in education on the basis of race, color, religion, and national origin.
Title VI prohibits discrimination on the basis of race, color, religion, and national origin in Federally-assisted programs and activities. Employment practices are a factor under Title VI only where a primary objective of financial assistance is to provide employment.
Title VII prohibits discrimination in employment on the basis of race, sex, color, religion, and national origin, the only title of the act to include non-discrimination based on sex. Title VII also created the Equal Employment Opportunity Commission to make appropriate rules and guidelines for non-federal employment. Federal financial assistance is not a factor under Title VII. (The other eight titles prohibit discrimination on the basis of race, color, religion, national origin, in public accommodations and other areas.)

1965—*Executive Order 11246*—Amended 1967, 1968, 1969 signed by President Lyndon B. Johnson, broadened the earlier executive orders to include as part of some federal contracts a requirement for affirmative action including work force utilization analysis, procedures for correcting any underutilization of women and minorities, and modification of policies and legally imposed sanctions.

1967—Age Discrimination Act—(P.L. 90-202)—Prohibits discrimination in all terms and conditions of employment for persons 40-65 years of age; includes prohibitions for labor organizations and for employment agencies.

*1971–*Revised Order No. 4*–Issued by the *Department of Labor* set forth detailed requirements for developing an affirmative action program, including result oriented procedures to which the contractor must pledge good faith efforts. (F.R. 1/30/70)

*1972—*The Equal Rights Amendement to the U.S. Constitution*—Equality of rights under the law shall not be denied or abridged by the United States or by any state on account of sex. (Requires *ratification by 38 states by March 22, 1979.*)

1972—*Revised Order #14 issued 1974*—Established standardized contractor evaluation procedures for compliance agencies for conducting compliance reviews of contractors subject to Equal Employment Opportunity Requirements for the development of written affirmative action plans. The 1974 revisions included "Standard Compliance Review Report" that explains steps required of compliance offices conducting a compliance review.

1972—The Educational Amendments of 1972—(P.L. 92-318)—Prohibits discrimination on the basis of sex, race, and national origin in any *educational program or activity* receiving federal aid extends the 1963 Equal Pay Act to cover executive, administrative, and professional employees. Title IX (Title 20, Chapter 38, U.S. Code) prohibits sex discrimination in education programs in institutions, public and private, that receive federal financial assistance in grants, loans, scholarships, property, services of federal personnel. Exemptions: institutions with single sex admissions, with contrary religious tenets, or for training the military or the merchant marine. Guidelines for required self-evaluation, modification, and plans for remedial action issued 1975.

**1972 (3/24/72)—Title VII*—Amended to cover *educational institutions whether they receive federal funds or not. Higher Education Guidelines for Executive Order 11246*, pursuant to these amendments, published October 1, 1972, is a compilation of all pertinent regulations with special compliance instructions for *higher educational institutions.*

1972—Veterans Assistance Act of 1972—Requires government contractors to take *affirmative action* in *employment for Vietnam-Era Veterans.* Regulations issued F.R. 6/25/76.

1973—Rehabilitation Act Amendments of 1973—Section 503 requires government contractors to take affirmative action in the employment of qualified employees and applicants without discrimination because of physical and mental handicaps. Regulation issued F.R. 4/16/76.

1974—Rehabilitation Act of 1974—Requires non-discrimination on the basis of physical or mental handicap in *educational programs and activities.* Regulations issued F.R. 5/4/77.

1976—Guidelines for Employee Selection Procedures—revised, published in F.R. 11/23/76 for OFCC and F.R. 11/23/76 for EEOC.

1976—Vocational Education Amendments of 1976—Includes sections calling for elimination of sex bias, sex stereotyping and sex discrimination.

1978—Uniform Guidelines for Employee Selection Procedures—Adoption by four agencies—EEOC, Civil Service Commission, Department of Labor, Department of Justice—August 25, 1978.

1978—Senate Bill 1620, State of California—Requires each community college to adopt an affirmative action employment program, effective January 1, 1979.

1979—Affirmative Action Guidelines—Technical amendments developed by EEOC to implement regulations of Title VII of the Civil Rights Act of 1964, effective February 20, 1979.

Chapter 12

Communications and Motivation of Adult and Continuing Education Staff

Charles E. Kozoll

What we do worst is communicate. Throughout preparatory education, knowledge and skills are presented to us in general and specialized areas. We absorb some part of the array and are encouraged to apply them as professionals. Little is said, however, about the process of communicating knowledge or demonstrating the skills in a way that an audience may want to or be able to listen.

Your *effectiveness* as an adult and continuing education manager depends a great deal on ability to communicate. This chapter will examine how established techniques can and should be used to motivate staff. One word in the first sentence is emphasized, "effectiveness". According to R. Alec Mackenzie, internationally known expert on time management, too many managers are married to efficiency versus effectiveness (Mackenzie, 1975, p. 93). Efficiency, according to Mackenzie, means doing the right task right. Effectiveness is defined as doing the right task right at the right time.

Effectiveness is the keynote of this chapter. Later in this chapter three areas will be examined:

1. *Formal and informal communication.* How do you formally and, more importantly, informally communicate with your staff, and with what results? What methods can be used by you as a leader

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or in concert with others? What should be the basic approach you use in keeping staff informed and in being informed by them?

2. *Organizational communication.* You communicate formally and informally with a variety of client audiences. Planning meetings are a significant formal way of involving potential participants in determining the content of a program. Contacts are far more diverse than that. How do you use your communication skill to reach, inform, and socialize actual and potential clients? Techniques as well as the philosophy will be presented.
3. *Motivation.* More than being a manager, you should be a leader. Adult and continuing education managers get work accomplished through people who are motivated to accomplishments. How are people excited, stimulated, cajoled, whatever? By management techniques or leadership styles? What strategies work best at what time?

Before turning to these three areas, the basic elements in effective communication and effective leadership will be discussed.

Because communication is so central, it often is ineffective. Consistent effort is required to insure that the desired level of contact exists between all those who work together. The term *synergy* is used to describe the ideal sought: organizational members working together in such a way that the total effect is greater than the sum of the same individuals working separately.

EFFECTIVE COMMUNICATION

Much is written about communication. How often do we stop to think about what it involves? In the best of times, never. When problems occur, rarely. Because you are a regular communicator with others, it is important to understand the simple and critical steps that make up communication between two or more people. Consider putting these six basic steps on a 3″ × 5″ card to serve as a reminder.

1. A message originates in the mind of an individual who is the sender; he or she wants to inform, advise, order and so forth another person(s).
2. The message (hopefully just one to avoid confusion) is encoded or put in a form which the sender believes will be understood.
3. The message is transmitted orally or in writing.
4. The person(s) for whom the message is intended receives it.
5. Now the important step begins. The receiver must decode or put the message in a language he/she understands.
6. Based on understanding and reaction, the receiver reacts to the message and, in most cases, to the sender.

This is the basic process. Keep it in mind as you examine the specialized communication roles an organizational leader must perform.

A person who manages others in an organization must deal with three kinds of communication:

- *Task-related Communication*—that which is related to accomplish the prime purposes for which the organization was created.
- *Maintenance-related Communication*—that which is generated by the organization itself through rules, regulations and policies, for example.
- *Human Communication*—that which evolves because of individual needs or needs of informal groups.

All three occur simultaneously and have to be accounted for. The effective adult and continuing education manager maintains a balance among the three kinds of communication. Here are three examples of excessive emphasis on one kind of communication. They are easy to find, unfortunately. They are commonplace in just about every organization, public and private.

- Excessive task (or simply put, "just getting the job done") orientation which block out the concerns of staff.
- Concentration on procedures which stifles creativity and potentially dynamic responses to new tasks.
- Inordinate concern with staff problems, leading to a human relations bias which often detracts from concentration on responsibilities.

Adult and continuing education managers should become aware of eight principles of communication, supported in most cases by theoretical research (Berlo, 1960, p. 68, Keltner, 1973, p. 72).

- *Communication is a Process.* According to David K. Berlo, it is impossible to talk about the beginning or the end of communication. It equally is impossible to identify the single source of an idea or a single way of communicating.
- *Communication is Inevitable.* One cannot *not* communicate. Words are only one means of doing so. Silence is a method, body language is another. Meanings are generated in so many different ways, at all times.
- *Communication is Continuous.* Meanings are constantly being generated. Unless a person lives alone constantly, with no other human contact, it is impossible to stop communication. Interpersonal kinds continue in planned or unplanned ways.
- *Communication is Irreversible.* Messages can not be taken back. Once done, each becomes part of a record. Meanings can be derived, re-

marks misinterpreted or apologies provided. All provide new information. They do not change the past.

- *A Major Purpose of Communication is More Communication.* Things often are said to sustain contact. The message is less important than the maintenance effort. So-called "small talk" fits here. The anthropologist Bronislaw Malinowki called it "phatic communion" and pointed out the "open" channel makes it easier to address serious topics, (Ogden and Richards, 1946, p. 41).
- *Interpersonal Communication Occurs on More than One Level.* Words are one of these levels and deal with content. The second level, an area described as meta communications, includes the face, tone of voice, body movement and other non-verbal items. They describe status, relationships and self perception.
- *Self-concept is Affected by and Affects Interpersonal Communication.* The way individuals see themselves is to a large extent a function of the ways others respond to them. Communication with others tells them how friends, colleagues and strangers view each person. How an individual views himself/herself also influences communication.
- *Physical Setting can have an Influence on Interpersonal Communication.* This includes architecture, room arrangement and furniture, among other items. Studies on the location of students and the location of government officials support the contention physical setting is an important determinant (Barbour and Goldberg, 1974, p. 38).

The effective adult and continuing education manager is continually sensitive to the dynamic elements in communication, especially the fact that to lead, the style of how information is received from and transmitted to staff is critical. Unfortunately, there is a great temptation to stress task versus the maintenance or human interaction dimensions of communication, or any one of the three dimensions at the expense of the other two. That all-too-elusive balance must be sought.

Communication is one element crucial to motivation. The second element requires a combination of management skill *and* leadership. That area will be examined briefly before turning to techniques which apply to the variety of audiences with which adult and continuing educators deal.

MANAGEMENT AND LEADERSHIP—POTENTIAL CONFLICT, DESIRABLE COMBINATION

Organizations are basically conservative. As you think about the organization setting in which you work, it is probably easy for you to identify what John D. Rockefeller III calls "internal logic and the weight of tradition and inertia" (Rockefeller, 1973, p. 87). Anyone with management responsibilities must cater to the established system and seek to maintain and sustain it. Leadership, by potential contrast, leans toward new approaches and imagines new areas to explore.

Abraham Zaleznik, a professor of social psychology of management at Harvard Business School, feels that conditions favorable to managers may be intolerable to leaders and that the opposite also is true. His research indicates great differences in goals, career patterns, relations with staff and client groups and themselves (Zaleznik, 1977, p. 68). That is a strong point to consider because it dictates limits to what you will be able to accomplish and the number of roles you are willing to play.

Unless the attempt is made, there will be a natural tendency to lean toward management or, unfortunately, toward *status quo* administration. Following are five leadership-oriented approaches which should be sought and adopted to infuse the characteristics of this style with accepted management or maintenance functions.

- *A sense of the balanced use of power and leader influence to motivate and influence the thoughts and actions of other people.* The risks of power must be considered along with advantages derived from using it. Consider this example. An adult and continuing education director wants a new program started. Rather than order a staff member to work on it, he/she does some preliminary work on it and uses that effort to show its value. His or her commitment and good evidence can be used to enthuse staff.
- *An ability to visualize the future and identify purposes and organizational commitment to new or revised purposes.* The established options are not necessarily the desired ones; new possibilities constantly must be sought. For example, an adult and continuing education program manager constantly reads literature describing directions being taken by clients with whom he or she works. This information is used to keep the organization ahead of the field or, at least current with it.
- *A tendency to negotiate and bargain on the one hand or use rewards and punishments including coercion, on the other.* In addition, there is a willingness to seek out positions of potential risk but also high gain. This sometimes leads to avoiding mundane tasks and neglecting detail, at the extreme. To be specific, carry the example of point 2, one step further. The director is caught up with "producing" a program on a highly controversial subject. He or she uses all the available resources to bring it off, at the same time neglecting day-to-day responsibilities.

- *An intense desire and ability to relate to people in more human and less role-oriented task-centered functions.* A leader listens and looks for "emotional signals" and then uses these data to better handle potentially difficult situations. A manager only may be concerned with surface issues. A leader, for example, would take time to talk informally with staff. From those informal talks, he or she would be gathering pieces of data on tasks and attitude. This leads to an ability to predict and avoid potentially difficult situations.
- *An ability to draw from staff a level of commitment which often reaches intense and emotional levels.* The commitment of the leader rubs off on the staff. A continuing education dean at a community college portrays the great enthusiasm he or she feels for the job and all staff resonate with his or her feelings. Any visitor sees and feels the enthusiasm present.

FORMAL AND INFORMAL COMMUNICATION

As a manager and leader, your effectiveness within the adult and continuing education organization you head will depend a lot on how well formal and informal communication techniques are used. The studies done on both forms, however, seems to emphasize how often the informal can do more than the formal. Here are seven key points to establish that the informal approach works so well.

- Over time, many organizations develop *real* goals which differ greatly from the original or *stated* goals. The newer ones may reflect responses to needs or demands which didn't exist when the organization began, for example. At least during the period real goals take shape, the formal organization may not recognize them. The informal communication network tolerates and nurtures them until enough support exists for their formal incorporation. An effective adult and continuing education manager listens and looks for these surfacing goals. They are particularly valuable as indications of where staff and the public think the organization should be going or what it should be doing (Etzioni, 1961, p. 19).
- The folklore of management has it that information systems bring most of what the leader needs to know in orderly packages. Henry Mintzberg concludes in every single study of managerial work that telephone calls and meetings are the most favored forms of receiving and giving information. Between 66 and 78 percent of communication done in several management studies is verbal. A number of other studies pointed out how little managers rely on written information—at the 13 percent level (Mintzberg in Hackman and others, p. 424).

- Managers seem to cherish "soft" information, especially gossip, hearsay, and speculation. They provide timely bits of data. Gossip on Monday may be fact on Wednesday. These pieces are so valuable because they identify problems and opportunities. These less formal ideas, rumors, reports, speculations come quickly and help the manager determine how the organization actually functions rather than how it is supposed to work. This suggests a continuing needs assessment, directed toward quick information accumulation. The long used surveys are becoming too expensive and time consuming. Limited amounts of information needed to make decisions can be more effective than extensive surveys which too often collect more information than will ever be used. Telephone calls, interviews or other brief contacts can be used.

- Highly pragmatic managers store the valuable verbal information in their heads. Too often, this informal mental storage never gets formally to the organization. As a result, managers become reluctant to delegate. Delegating means telling an associate all he or she needs to know or letting someone go on with an inadequate briefing. The adult and continuing education manager who relies too heavily on a personal system is damned to do too much alone (Mintzberg in Hackman and others, p. 425).

- All the communications research on the ability of receivers mentions a concept called *selectivity*. It states that because individuals are constantly bombarded by stimuli and desire to keep their world as pleasant and undisturbed as possible, they will tend to give their attention only to the information to which they want to attend (Allen, 1977 pp. 46–47). The formal structure (i.e., memos, rules of procedures, announcement) can be effectively used to communicate, but on fewer rather than general occasions. When a message is important enough to rate the formal system, staff will listen. Educators as much or more than other occupations tend to formalism. Too many messages compete for priority, and staff, in particular, often are unsure which one should take precedence. Usually, none have been tagged as more important or most important. Selectivity is one concept deserving close attention.

- Employees continuously seek clues from the manager to determine what he or she *really* thinks. Formal authority vests the manager with great potential power. Attempts to find out what is really thought include constant observation of action and analysis of what is said in off-hand and spontaneous ways (Mintzberg in Hackman and others, p. 427).

- The informal and the formal systems break down when the following are present in the communication process:
  - Too much information at one time—an inability to sort out and grasp key items.
  - Status-ego problems between those talking—where what one wants to tell the other is weakened by greater concern for emphasizing one's greater position. The adult and continuing education manager should pay particular attention to this potential problem. Conflict can exist between full and part-time staff, staff and clients, staff and advisory groups, new and old staff, to mention some of the more likely areas.

These seven points stress the informal versus the formal methods of communication and the importance of both. The effective manager has a clear sense of when each will be most useful, most potent and most appropriate. Managers in any setting gravitate toward one or two extremes: (1) excessive formalism in approaches to staff with heavy reliance on set meetings and written communication, or (2) extreme informality where little or nothing is written down; too much information is in the leader's head and little is recorded for others to use later on. A balance is desirable, obviously, but this is not as easy to obtain when managing an organization.

The highly pragmatic, often peripheral and action-oriented requirements of adult and continuing education, dictate some special approaches to staff.

First, the marginal status of most adult and continuing education programs requires constant collection of useful information from the total organization.[1] That information will provide clues on what support actually exists or could be developed among community college presidents, school superintendents, hospital heads, etc. The informal bits and pieces should tell you what can be communicated to leadership to increase support morally and financially for the program. Constant accumulation and sensitivity to leadership needs enables the most savvy adult and continuing education managers to know when to deliver information and in what form—and when to keep quiet.

Second, continuing education programs which succeed are responsive to a number of different clients in as many ways as possible. This responsiveness leads individual staff members to look outside rather than within their own organization. Clients may know more than colleagues on the staff about a new direction, project or idea. Good managment will require periodic "slowing down" of staff to gather the separate pieces of information they are generating and seeing to their sharing among the group. This need not be formally done, but can be accomplished through brief but regularly established meetings. The embarrassment of approaching a client already working with a colleague is avoided.

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[1] Marginal status means adult and continuing education programs are the last established, the first cut out and given the least amount of money.

Another problem can be headed off. The wisdom collected through past good or bad experiences with a similar program can be shared. History is repeated in the best ways. The adult and continuing education manager must see to this sharing or it will occur in haphazard and incomplete ways most of the time.

Third, what directions an adult and continuing education program will take and why should be the subject of informal and formal communication activity. The tendency to respond and to be financially successful in adult and continuing education obscures the "why" of program efforts. There should be examination of what led to conducting a program or refusing to do one. The critical elements in both decisions should be fed into formal and informal networks. The time to talk about philosophy, program mission, long- and short-term goals must be found. The most effective and productive heads of adult and continuing education lead rather than administer, finding the time and establishing the policy of thinking and planning. However trite sounding, this adage is true: "Those who fail to plan are planning to fail."

Fourth, marginality and general ignorance by the public of adult and continuing education theory and practice dictates conscious efforts to communicate formally with a number of audiences. Traditionally, formal communication takes place when there is a "product" to sell. In education, this is usually a program or some new written material. Consideration should be given to reaching audiences with general information—information which emphasizes the overall value of adult and continuing education and how the program you manage is being conducted for the public good. It may be called public relations, but it is really continuing education through communication. The general public as well as specific client audiences should be socialized to the value of the organization you manage. Not to be overdone, this caveat suggests that successes be pointed out to all in a clear and not overly pompous manner.

Overall, you should be thinking about your personal style as a communicator to all around you. Your style figures heavily into how you lead and work with staff—those senior in the organization, clients, the general public and a host of critical others. Style is the central point in the next section. It goes into more detail, describing the best techniques to use when in a particular setting.

ORGANIZATION AND INTERPERSONAL COMMUNICATION—YOUR STYLE

Managerial performance, in large part, is measured by how well subordinates perform and achieve. They mirror managerial abilities and the best managers must have the understanding and cooperation of every staff member. The manager of adult and continuing education programs and organization can be characterized best as one who orchestrates the delivery of services. The process of delivering requires attention to more audience than a typical manager considers. The manager must develop an understanding of and capacity to work with:

Established clients of the programs offered,

Potential clients, whether part of a large undifferentiated population or as members of specialized groups,

Full-time members of staff,

A much larger corps, for many programs, of those who work part-time and

Advisors who provide useful information and suggestions.

This list is far from complete. Each adult and continuing education manager could add to it and identify very specialized individuals and groups critical to program success. Several specific steps will be identified. The first step of making lists brings greater control of the methods which allow any manager to employ communication to best advantage. Periodically it is advisable to list all of the possible audiences a program has. A staff meeting for that purpose can uncover who is being reached, which potential clients are forgotten, and what the audience suggests about the program's image in the community. Failing to analyze audiences often leads to unwarranted assumptions on how well the program is operating.

A second important step requires an analysis of real or potential conflict between the manager and any one of the portions of the program's audience. He or she also should look at where conflicts between individuals in those audiences can make operation of the continuing education program difficult, or prove beneficial. Too much of the scant continuing education literature assumes rational human behavior. Preparation for dealing with conflict is not amply provided beyond the anecdotal level.

Richard E. Walton, in an examination of confrontation, identified conflict as having issue and personality bases. In the former, there is disagreement over structure, policy and practice. The latter centers on emotional differences between people who work together (Walton, 1969, p. 2).

For a number of years, conflict was seen as wholy destructive. Today, surveyed managers are admitting that on certain occasions conflict can serve positive functions. An important management activity in all settings will be to judge what type of actual conflict exists or could emerge and then decide how to approach it (Huseman and others, 1976, p. 92).

Following are two examples, one of how to use conflict and one on why to avoid it:

- Conflict is restricted to competition among staff members and two are asked to work on the same project independently, with the best result being chosen—*potentially positive.*
- The same two staff members are brought together to argue for the different programs—*potentially and probably negative.*

Conflict has a particular role to play in adult and continuing education, and is directly related to the kinds of programs operated, who plans them and what kinds of audiences are invited and urged to participate. It may be useful to think about a dichotomy the U.S. Peace Corps employed in selecting volunteers for service overseas. On one side were those classified as "low risk, low or medium gain"; they usually were selected for service. On the other side were a small number identified as "high risk, high gain"; a much smaller percentage of this small percentage of total volunteer candidates were chosen to go overseas. They could conflict with other volunteers, Peace Corp leaders, the host country clients, etc. The conflict would produce some powerful results, positive or negative.

The manager of an adult and continuing education program easily can deal with the non-conflict programs and the non-conflicting audiences. Stability is easier to obtain and maintain. Greater risks will be taken by mixing persons and groups who had not previously been together. Possible high risk mixing possibilities include:

Rich and poor,

Labor and management,

Consumers and suppliers,

Black and white,

Government regulators and those they regulate.

Sometimes these groups can be brought together with great results achieved. On other occasions, this would be the worst choice to make.

An important question to ask concerns issues rather than personalities. Do the issues lend themselves to rational discussion or are positions so set and different that only arguments are possible? Individual style will control which approach (safety or risk) is taken. No judgement is being made that one or the other approach is better in particular. It does behoove the adult and continuing education manager at all times to be sensitive to the potential of conflict, to assess the parties involved, and to decide on a course of action that will avoid or use this phenomenon.

A third step requires a combination of self analysis and then action. Too often there is no action without the important thinking step. By now, most readers are familiar with Douglas McGregor division of Theory X and Theory Y managerial styles. These two theories are opposites, best seen as the poles on a continuum. They have been discussed at length in chapters 3 and 13. It is highly unlikely that a pure form of either would be seen in any given organization (McGregor, 1960, p. 33–57).

The analysis just mentioned involves looking at one's attitude toward work, professional role and general approach to life. In particular, a manager should honestly ask and answer the following questions based on the McGregor views of Theory X and Theory Y:

Do I enjoy my work greatly or dislike it on more occasions than it proves enjoyable and rewarding?

Do I seek responsibility and new challenges or choose to avoid them?

Am I independent and self starting or more prone to seek direction and control from others?

Am I more comfortable with the routine or in those tasks which require imagination, ingenuity and creativity?

The answers will define the approach to work and the management style of the individual. How others are viewed, using the two styles as bases, becomes easier. As one who works with many different audiences, the adult and continuing education manager must decide how close any client or group leans toward Theory X or Theory Y approaches to work and life.

Woe be to the manager who is a less directive Theory Y in a planning committee of Theory X individuals who respond well to authority. Imagine the problems of restricting creativity of an independent Theory Y employee with Theory X control. The degree of comfort possible with a participative or nonparticipative style of management leadership will be easier to predict, situation by situation. The Theory X and Y continuum allows the constantly sensitive manager to put information collected into categories, more easily used in making decisions.

There is a great deal of rethinking about leadership styles and the research which has been used to define those styles. The gist of recent efforts has been to emphasize that many approaches are available and can be used, depending upon the situation. Here are some different ways of questioning leadership to be placed along the classic Theory X and Y ones and others that could be used as guides for action.

Examining successful individuals, what they did and what can be learned from their approach.

Looking at situations where leaders have operated and why, and determining from the situation which approach seems best.

Identify how leaders in general behave and extract principles from a literature review.

Analyzing whether flexibility was a critical variable in successful leadership practice.

All of this is mentioned to urge an eclectic and skeptical approach to the various leadership and management styles suggested. Although one approach (Theory X and Y) has been stressed in this chapter and elsewhere, it is just one. To be effective the manager needs look at several and draw the best from these varied approaches.

Knowledge of audiences, conflict, and preferred operating style will lead to the fourth step of more control and locating the most effective setting for specific kinds of communication. Richard Allen suggests using the following continuum as a basis for judging the most to least personal forms of verbal and written communication (Allen, 1977, p. 56).

Private Face-to-Face	Small Group	Speaker Audience	Mass Communication
Interpersonal		Mass	

There are variations on the basic forms mentioned here. The most effective way to communicate will vary; getting work done will require different settings depending on the audience, conflict's role and your preference. Here are some of the values attached to the various forms:

Private Face-to-Face

Simplest form and the basic test of a manager—if he or she can't reach one person, large numbers will be difficult if not impossible to handle. Can you get a one item message to another person without error? If not, assess your communication effectiveness.

A great opportunity to learn how to listen, to correct communications and proceed with greater individual support. Listening is an art form, replete with posture and facial expression. To be listened to, an effective manager must be capable of listening. You must be an active listener, concentrating so that you don't miss anything. Active listening avoids unnecessary repetition.

Small Group

An effective setting for organizing a few people to get a few carefully organized tasks accomplished. For example, you might have a brainstorming meeting to explore the desirability of doing a new program or where money to support a new program might be found.

An excellent means to obtain information and involve small groups in advising leadership before major decisions are made.

An excellent aid to McGregor's Theory Y style of management.

Speaker—Audience

An effective way to present the same information to a large group at one time. The value of everyone hearing the same information at one time should not be overlooked. Messages are so easily garbled.

The speaker is presented to the audience in a formal and authoritative situation, another advantage not to be overlooked. The impact desired should be analyzed in choosing this method.

Mass Communication

A large number of people can be reached simultaneously and quickly. This approach can cut down on phone calls. A one-page letter describing a new program can eliminate dozens of calls for information, which a harried staff member must repeat over and over. Newspaper advertisements and fliers to announce programs are excellent examples of this approach.

The speaker or source can be protected against feedback.

The theories of adult learning lean toward face-to-face and small group methods of communication when instructing adults. The face-to-face communication has also been used widely in counseling, to interview a prospective new student or meet with a staff member. Small group communication is the keystone of advisory committees, for planning programs, or providing general advice to an adult and continuing education program.

Other less personal means should not be neglected, however. There is a mythology in management which emphasizes that personal contact is all effective. Alec MacKenzie believes that emphasis has had two negative consequences. First, managers always have an open door to staff and limit the amount of time available to think. Second, there is a tendency to rely too often on group meetings to discuss and discuss problems without ever moving to resolution. In this latter instance, excessive reliance contributes to procrastination (Mackenzie, 1975, p. 105).

The impersonal forms should be matched against the information needs and attitudes of the audiences. An effective manager also should consider the communication form in light of Alan Lakein's famous time management question, "What is the best use of my time right now?" (Lakein, 1974, p. 5). That question honestly answered can lead to a decision to favor impersonal forms because less time is required by using a memo than holding a meeting. And the time made available can go to a higher priority item.

One other consideration should be figured into a decision about the best communication method to use. As a manager who leads, the adult and continuing education manager must be visible to a variety of internal and external audiences. No amount of telephoning, letters or personal contacts from staff will compensate for the leader's presence. While other staff could do as well as the manager, the staff are not the leader. "What psychological impact will my presence have on the gathering?" is a question leaders from all kinds of organizations should ask. Adult and continuing education managers may not have the same level of clout as a corporation president, but they do have influence to be recognized and used to best effort.

THE USE AND MISUSE OF ADVISORY COMMITTEES

Advice is valuable to any manager. Adult and continuing education programs must be responsive to all clients. Advisory groups have served continuing education well, guiding the planning of programs and mobilizing support at the same time. These groups serve as permanent committees, or temporary ones must be established and employed in an honest and open way. There are enough unfortunate examples of poorly used groups and their repercussions to strongly advise against using these valuable bodies in less than a candid fashion.

Following are nine guidelines for the best use of advisory committees. They were developed for the Corporation for Public Broadcasting several years ago (Kozoll, 1972, pp. 2–4). They all emphasize the key role which honest communication plays.

- Before forming any advisory group, determine what are its anticipated tasks. Because your ideas of what a group will do are so nebulous and unstructured, an organization of busy individuals might spend needless time thrashing around with little guidance from the initiators. They could ask a very embarrassing question: "Why are we here?" On the other hand, decisions may be so firm

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and the direction so structured that a group feels ineffectual and even manipulated by being called upon to approve nearly implemented programs. And strangely enough, the same question reappears.

- Be thorough in considering five warnings related to selecting those to serve on a committee. In general, any advisory should be capable of delivering or performing the tasks set out by its initiator maintaining a high level of objectivity in deliberations and sustaining credibility in their community, so opinions of the group command respect. To achieve that lofty but desirable state, the following caveats or guidelines should be kept in mind:

  First, a number of different perspectives should be included from the larger population which the program intends to serve, for the conflict of diverse ideas may result in a desirable new direction which could evolve from a compromise or synthesis of opinions.

  Second, individuals should be selected because of their ability and not as representatives of one or a number of organizations, because choice by position may lock the selectors into a group whose quality may vary dramatically from year to year (and an opportunity to select a comprehensive group from the target population infuses new opinions on an annual basis).

  Third, be wary of too eager individuals or those whose agendas for participation may be in conflict with the basic purposes of an advisory group. Representation may be sought because of a desire to influence the program's direction, establish a reputation for an organization, or increase the prestige of a participating individual.

  Fourth, seek different advice from reputable individuals within a community concerning who should serve on advisory boards. When these differing sources supply a list, look for individuals selected by all, as they may be the most productive, popular and respected ones to involve.

  Fifth, seek out a highly esteemed member of the local community through conversations with a wide variety of individuals and try to make that person chairperson of an advisory group, with an opportunity to suggest or even select other participants. This will increase the credibility of the group by making it a partially inside one as opposed to an entirely externally supported body. Accomplishing this is much easier said than done.

- The third guideline for use of advisory committees is be clear about staff expectations of advisory group accomplishments before work starts. However, avoid binding them with too much data about directions, variables and the like. Remember that if the committee will really be capable of delivering, the amount of time which can possibly be spent in thought and action before meetings will be rather short. Any work you want group members to do in advance must be squeezed into an abbreviated period of time. If the individuals selected really can deliver, you will be competing with many others for scarce available hours.

- Be careful about what reading material is sent to the group members in advance. The printed word to most groups is very sacred and there will be a distinct reluctance to criticize position papers or routes of action which come neatly prepared. If these well done items come from outside of the community in a highly articulate form, the tendency to make any adjustments is far less. One example will suffice: just how much criticism will be given to a well-typed program schedule, with times, topics and speakers listed? Not much, unless the advisory committee is an active and vocal one.

- Plan the amount of items to be discussed at each meeting, with the idea that at least 15 to 25 minutes will be required for the group to deal with pleasantries and begin focusing on the prepared agenda. While the initiators (full time staff) are steeped in the program and very anxious to get down to tasks, the advisory group members are bringing all of their full-time concerns and may want to use this opportunity to talk over business with other group members. Be patient in these situations and tactful in getting the individuals started. It will take some time to become mindful of how each group moves because all have a different pace. Too much pressure on a slower starting person to move ahead can cause resentment or a feeling that they are being manipulated. Don't wait too long, however, as the group may think the meeting is purely social. Two proven strategies worth considering are: first, observing an announced starting time religiously; and second, having a social period prior to starting, a coffee hour, cocktails or a full dinner. (Note: a mental picture to keep in mind is of a compulsive and nervous central campus coordinator trying to move a relaxed suburban or rural advisory group and the possible consequences).

- Bend all efforts to minimize the egos of initiators and full-time program staff, especially the tendency to overwhelm the advisory board with an intimate knowledge of details. Caution those attending to listen far more than talk. When talking is done, make it in the form of questions related to points made by individuals. BUT be sure those are positive inquisitive questions rather than judgemental or threat-laden ones. Listening and questioning are two ways of impressing upon an advisory group that they are being honestly used and that opinions offered will be heard and respected.

- Full-time program staff attending advisory committee meetings must be aware of how their actions can affect what a group does. Too many staff in attendance is a potential danger. Their presence could be intimidating and overwhelming. Use of effective listening skills is an important element. Reinforcement provided at the meetings and following them are also significant. This reinforcement could include such things as thank you letters following very productive sessions or telephone calls to committee members thanking them for a particular contribution. Most important will be evidence to the group members that their ideas have been used through their participation in testimonial activities or receipt of a report or publication where their efforts have been mentioned or included. Don't leave appreciation for the last meeting. Make it a regular part of using an advisory group so they are conscious of your appreciation from the first contact made and throughout the duration of involvement.

- Be sure to differentiate clearly between staff and advisory group member roles. A non-threatening one for staff is to serve as recorders or a secretary to the committee. In this capacity, staff members can legitimately pick up on points made by quiet and reluctant members.

  If it happens that quiet people are being drowned by more verbal ones, concentrate on the former group by seeking out their opinions before the entire group or separately, with an emphasis on making them more comfortable as participants. One of the background facts you should know about members of the group is which tend to be quiet or verbal in these meetings, and your actions as a listener and questioner should be geared to that knowledge.

- The final guideline in effective use of advisory groups is be flexible concerning how the entire advisory body is utilized. It is not always necessary for the entire group to convene, as selected ones may be assigned special tasks, or you may want to use the telephone as a means of discussing short items with the entire group.

If this is a group that has limited time, they will appreciate being called in when there are substantial matters to be discussed, rather than meeting regularly to discuss trivia. The trap here is to rely on one or a few able or willing souls, to the exclusion of others. Be comprehensive about having tasks assigned and be sure all members of the group know what individuals or subgroups are doing.

Above all else, remember that the committee is *advisory*. Make that point clear before you appoint the group. Thank them regularly for their advice and say how much it will "help" you in making decisions. Unless you want them to be decisive, studiously avoid giving them that impression.

Having discussed informal and face-to-face communication, motivation and its major contribution to effective organization will be discussed.

MOTIVATION

The National Center for Productivity and the Quality of Work Life recently conducted a survey to ascertain attitudes toward jobs. A full two-thirds of those questioned said they disliked their jobs. This does not come as a surprise to anyone who has read Studs Terkel's book *Working* or Arthur Harley's *Wheels*. The work ethic is changing and in the direction of less enthuaiasm about the job. According to some statistics, absenteeism runs at a daily national rate of 12 percent. In Spain, Portugal and Italy, the rate is estimated to be nearly 25 percent a day.

These few brief items point out the low level of employee motivation in so many work settings. Those who lead adult and continuing education programs have to be concerned about how staff approaches assignments and the level of interests and enthusiasm shown. Three theoretical bases of motivation clarify what can be done to stimulate staff toward personal accomplishment.

- Abraham Maslow's hierarchy of needs points out that the third level of human needs, belonging, acceptance and love is the beginning level of the individual's interest in working with others. At the higher levels, prestige, recognition, status and self actualization become important. Feeling physiologically and emotionally secure, individuals are capable of involving themselves in work which adds to a personal sense of self and accomplishment (Maslow, 1954, p. 63).

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- Frederick Herzberg carried Maslow's ideas a step further. Through extensive research, he identified several factors which build strong motivation and job satisfaction. These were:

The work itself	Responsibility
Achievement	Advancement
The possibility of growth	Recognition

(Herzberg, 1964, p. 128)

- Victor Vroom's complex theory of motivation includes recognition for the fact that individual desire for a particular outcome can increase achievement desire (Vroom, 1965, p. 128).

Contemporary Motivation Problems—Do They Affect Your Staff

Some of these have been mentioned already. First, jobs are taken more for granted than they were in the past. Work often is viewed as a necessary evil, unworthy of mention. Employers who must motivate individuals with negative attitudes about work have formidable tasks.

All workers, you and I included, have come to expect more from employers. In the early decades of the twentieth century, motivation was more evident because jobs were scarce and the general education level low. Growing sophistication, unionization and legislation among other forces have increased worker desires for more than satisfaction of basic needs.

Workers are more mobile and independent than were their parents. The lifetime position is disappearing. Fewer individuals spend the whole of their working life with the same organization. Some of that mobility has decreased in recent years, but is still a fact any manager must recognize. Options continue to expand and there is increasing evidence of willing career shifts. In addition, money is losing its appeal among some individuals as the primary reason for continuing to work in the same place or position.

There is a pervasive distrust of size. Those in larger organizations especially feel a sense of detachment from the "boss". Individuals sense there is little concern for the individual employee. The extremes of negative attitude lead toward such things as destruction and theft; absenteeism is a chronic problem.

A last motivation problem has to do with money. Educators usually believe it affects them most. Not so. Profitability and productivity are harder to achieve in every work setting. Less money available means fewer dollars to provide growth opportunities for individuals, the kinds of opportunities which self-actualize and increase excitement about life and work. Less money means fewer people doing more work. That is another fact of life, unlikely to change in the near future.

Motivation is possible but requires conscious and well organized steps. Communication is central but equally significant is how attitudes toward work are recognized and addressed. There is a temptation for those in education to believe the factors just described do not affect them. Adult and continuing education managers, generally highly motivated individuals, feel others share their perspective of work. Not so. Societal influences take their toll on your staff, without discrimination. The only possible saving force is the service motivation you and others may have. Bear this in mind and seek to cultivate it, in order to blunt the influence of these other factors. Join it with the steps to increase motivation discussed next.

Small Steps To Increase Motivation

Tangible benefits *may* increase the enthusiasm and resulting productivity of those who work. Here is a list of what research has identified as key motivators:

More recognition as individuals,

More personal control over their lives,

Actual possibilities of advancement and growth (Huseman, and others, 1976, p. 49).

Techniques initiated by the school or college to increase the desire to perform should recognize these three factors. Here are seven possibilities, along with some thoughts, on how well they will work in general, and for educators in particular.

- *A shorter working week.* The rationale is that an employee will appreciate the increased leisure and therefore perform better on the job. The four day week is an application of this technique. However, research does not support the contention that less time will produce more concentrated effort.
- *Higher wages and more liberal fringe benefits.* Most authorities agree salary is ineffective after a certain point, but disagree where that point is and the impact of wages on employees paid less. Ever increasing absenteeism and a general disinclination to work overtime seem to minimize the impact of wages. Fringe benefits such as insurance, health protection, retirement, educational assistance are seen more as a right than an extra benefit to be appreciated.
- *Increased training.* In addition to that designed for specific skill improvement, training for supervisors concentrates on communications and human relations. The hope is individuals with this background will be better able to communicate enthusiasm and increase

employee willingness to work harder. When qualified personnel provide training, it is valuable. The climate of the organization must be complementary to the training. A sensitive Theory Y trained supervisor can't function in the restrictive atmosphere which Theory X settings often create. Where the climate and the training fit together, although unfortunately in far too few situations, a more sensitive and enthusiastic staff can make a positive difference.

In adult and continuing education consideration should be given to those organization-based programs which address actual and potential communication problems. The tendency for staffs to go in multiple directions and take goals and procedures for granted, requires a review of how to exchange information and what should be exchanged. The warning about working climate stands: if open communication is not a goal, then addressing the real or potential communication problems should not be put on an agenda.

- *Different work organization.* Increasing attention is being given to this approach. The appendix to a report entitled "Work in America" prepared for the Secretary of the Department of Health, Education and Welfare describes a number of newly initiated programs in this country and abroad designed to motivate. The uniqueness of these programs lay in the locus of decision making, at the operating unit rather than at the total organizational level (Work in America, 1972, p. 16). Techniques used included, but were not limited to, the following:

  Organization of employees into relatively autonomous work groups.

  Less supervision and more job freedom for individuals.

  Rotation of employees among more and less desirable tasks.

  Provision for employee work groups to set production quotas and operating goals.

  More flexible working schedules and elimination of monitors such as time clocks.

  The results measured by surveys indicated employees had higher morale, were more interested in their jobs, were absent less, made fewer errors, and worked harder. A management decision to make these techniques work was very important.

  The organizations studied tended to be "product" rather than "service" oriented. Adult and continuing education programs provide services to clients, in the main. Some of the approaches just described may not work in an education setting. Nevertheless, consideration could be given to all of the techniques with the caution of picking a select few to begin the process. Two likely possibilities in adult and continuing education are, first, project management by a single individual, responsible for both budget and program content; and second, financial incentives to those who bring in new or increase financially sound programs. Their use may demand more of a leader than manager/administrator approach and a willingness to take calculated risks.

- *Improved information flow.* Employees can and do talk about the importance of communication and what they would like communicated. Managers should listen to concerns about what staff does not know. Social science research on worker alienation isolates powerlessness and isolation as two of the most important reasons for that alienation (Blauner, 1964, p. 10). One way of dealing with these two forms of alienation is to keep employees better informed. Stanley Peterfreund, a management consultant, believes the results revolve around a generally more positive attitude and a great sense of security. Human beings tolerate ambiguity very poorly and lack of information compounds the ambiguity. Peterfreund also believes improving communication improves how jobs are done. Workers have all the information they need to do a task right and know what "right" means. (Huseman and others, 1976, p. 52)

  Managers in adult and continuing education should be sensitive to the staff need for information. There is a danger in information overload, but it is far better to have more information given to a person's question than to have them fume and fester because too much is withheld.

- *Commitment to individual development.* This technique has one pleasant and one ostensibly unpleasant side. The pleasant dimension includes appreciative employees better able to perform and produce. Too often, employees are given a cursory orientation to the job and left to learn the rest on their own. Extensive orientation programs in some settings better prepare new employees for their assignments. Too often, however, these orientations are not followed up and organizationally supported growth ceases (Kozoll, 1974, p. 15–21).

  Where managers believe in personal growth, there is a greater likelihood the staff will have opportunities to learn and develop. It is sad to observe the number of adult and continuing education settings where leader and staff are dormant. In the examples this writer has seen, cautious and even scared leadership has refused to see other staff grow, because of the real threat growth possesses.

Perhaps the ostensibly unpleasant side of growth is the reason for dormancy. Managers are people and fear change as a result. When a staff is stable, a manager can feel some security in who is working and what they can be expected to do. New people require extra effort to recruit, interview, train, place and supervise. All this leads to a reluctance to develop staff for fear they may grow out of the position and leave the organization. What is forgotten is that effective managers always find effective staff. The two are naturally drawn together. Potentially effective employees will be drawn to an organization with a reputation for tending to the development of its staff.

Note a difference in this point from information provided in the previous statement on training. Training is task-oriented and narrow in scope. Development centers on the person's entire professional career and can be much wider than her or his specific job. A more comprehensive approach is required, if development is really to succeed.

- *Self confidence and a willingness to try.* This is a manager's technique which affects the entire climate of an organization. There appears to be a general reluctance to veer from the mainstream of thinking on motivation, despite the fact that the traditional methods of motivation are recognized as decreasingly effective (Huseman and others, 1976, p. 50).

Despite the application and success of new and not-so-new theories of motivation, there is a widespread managerial reluctance to try these approaches. Harry Levinson discovered in a 1973 study that 400 top executives in Europe feel threatened by the new approaches to motivation. That threat is not confined to just European executives (Levinson, 1973, p. 70).

All of the research done on change suggests that a new approach always will be viewed with some reluctance. That research also indicates discussions of a new approach trigger memories of failure rather than success. It is important to recognize reluctance which is normal and natural. But the effective adult and continuing education manager should be willing to control that reluctance enough to give careful consideration to new approaches to motivation. Rather than dwelling on past failures alone, thought should be given to success.

WILL IT WORK?—BY WAY OF SUMMARY

This chapter has drawn heavily from literature and research on communication, management, and organization development. Unfortunately, the current literature in adult and continuing education does not provide the breadth and full examination in the three areas which form the theoretical base for this chapter. Whenever appropriate, the author has provided examples of those concepts which were applied to adult and continuing education. In the author's experience, practicing managers and those aspiring to management positions in adult and continuing education have found an examination of this material a valuable experience.

The literature surveyed in this chapter suggests the importance of an activist role, different from a *status quo* attitude which prevails in much of the philosophy and practice of educational administration.

The need for activism is heightened in adult and continuing education because of its marginality in so many organizational settings and the general ignorance of its philosophy and practice. That position requires the effective manager of an adult and continuing education enterprise to be a thoughtful and conscious communicator with staff, superiors and the general community. Communication cannot be taken for granted and should include reliance on a combination of formal and informal strategies and procedures. There are advantages and liabilities to both formats, and the astute manager will have analyzed all of his or her varied audiences before deciding on which approach is most effective.

There are at least five areas which the manager should consciously assess in developing a communication style:

- The types of audiences with which he or she deals.
- The level of actual or potential conflict which may exist and the values and liabilities of that conflict.
- The personal management style, which can vary between the well-known Theory X and Theory Y positions.
- The best settings and mechanisms to use to communicate, whether it be at the one extreme of face-to-face or at the other of providing mass, impersonal information to a large group.
- How to use advice from organized advisory groups which can point out directions in which programs and continuing education organizations should be going.

Finally, this chapter looked at how to motivate, recognizing the barriers to motivation which exist among all individuals today and what levers and devices are at the command of any adult and continuing education manager to increase the enthusiasm of staff to do their jobs. The importance of small steps and the development of individuals, consistent with best practice in adult and continuing education, are critical to successful motivation. Staff will not be motivated by accident. There must be a conscious and continuous effort by leadership within the organization.

This author has taken for granted that anyone who would take the time to buy and read this book would be an activist, by nature. That individual will lean toward leadership and management, versus administration. The enthusiasm of the reader is applauded. Only one caution regarding slow and careful movement is added. Large-scale efforts to communicate better or motivate more strongly are fraught with danger, leading to large-scale failure which is hard on the psyche and the organization as a whole. Small but effective success with the use of the techniques provided in this chapter will lead toward overall effectiveness.

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Chapter 13

Conflict Management, Organizational And Personnel Needs, Performance Evaluation

Kenneth J. Mattran

It should be clear to the reader who has progressed this far in the volume that much of the work surrounding the management of an adult and continuing education agency can and should be organized in a rational and systematic fashion. It should also be clear by now, whether the reader is an experienced or newly appointed administrator or someone who anticipates becoming an administrator, that much of successful management is art not science. Many administrators are successful at their jobs due to their knowledge of people and people's needs (Gross, 1968 p. 289). In this chapter a synthesis of the literature concerning conflict management is presented with the hope that the reader's consciousness about his or her managerial behavior might be stimulated to examine that behavior more systematically. Those who have been successful managers should be able at some point in this chapter to recognize and rationally define their past actions, thus gaining increased control over their managerial functions. Those who have not been particularly successful, or who are new to the activity, might be able to improve their handling of conflict or, more importantly, develop techniques whereby interpersonal and organizational crises can be forestalled.

No guarantees of success are offered to readers. Conflicts—personal needs out of balance with organizational goals—are fraught with com-

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plexity and unpredictable variables. However, application of some of the procedures outlined in the chapter and an examination of one's own assumptions about people could very well reduce the risk of managerial failure in a significant way.

The chapter is presented in three major sections. The first provides an overview of the literature upon which directions for dealing with the major themes of the chapter are offered. The second attempts to extend the first through application and example. The final section offers readers formal and informal guidelines which may be of assistance when confronted by issues of conflict management, organizational and personnel needs, and staff evaluation.

THE LITERATURE

The literature of modern management has had as a primary focus the managing of people within organizations so that an adequate balance is achieved between the achievement of organizational goals on the one hand and the realization of personal goals on the other. That literature which concentrates on human relations within organizations is immense and it would be impossible to present an exhaustive review of that literature in this chapter. However, it is possible to select from several key authors whose contributions have been widely recognized and to use their principles as a basis in handling the myriad problems an adult and continuing education manager must face every working day.

Theory X - Theory Y

Douglas McGregor (1960) attempted to explain certain types of management behavior by advancing a concept he called "Theory X - Theory Y." McGregor felt that managers who need to exercise almost tyrannical control over subordinates probably operate from a Theory X base, while managers who are more democratic than autocratic operate from a Theory Y base of assumptions. Table 1 further describes the assumptions of both theories. While McGregor examined management behavior in industrial organizations, his statements about assumptions underlying certain behavior are easily applied to the educational world.

A person functioning from Theory X assumptions about subordinates in a work organization is not likely, according to McGregor, to behave in a way that would encourage collaboration and cooperation in achieving organizational goals and purposes. The opposites are most likely to be true. The manager who feels that people within his or her area of responsibility need to be coerced into doing their jobs and need to be closely controlled and told only what they need to know is proba-

Table 1
Assumptions About Human Nature
Underlying McGregor's Theory X - Theory Y

Theory X	Theory Y
Work is inherently distasteful to most people.	Work is as natural as play if the conditions are favorable.
Most people are not ambitious, have little desire for responsibility, and prefer to be directed.	Self-control is often indispensible in achieving organizational goals.
Most people have little capacity for creativity in solving organizational problems.	The capacity for creativity in solving organizational problems is widely distributed in the population.
Motivation occurs only at the physiological and safety levels.	Motivation occurs at the social, esteem and self actualization levels as well as at the physiological and safety levels.
Most people must be closely controlled and often coerced to achieve organizational objectives.	People can be self-directed and creative at work if properly motivated.

From Paul Hersey and Kenneth H. Blanchard, *Management of Organizational Behavior*, 1977.

bly creating a situation wherein people will behave as they are expected to—according to Theory X assumptions about them. A self-fulfilling prophecy is thus realized. It feeds upon itself causing disharmony among people in the organization, and organizational goals are lost in a fog of conflict and dissatisfaction.

On the other hand, a manager who assumes a more positive stance with respect to those who are subordinate can often develop or initiate a work environment in which people feel they are part and parcel of the organization's purpose. The staff can derive a kind of satisfaction from their work that extends beyond the collection of a paycheck. In such a Theory Y-oriented environment, a different kind of self-fulfilling prophecy may emerge. People will live up to high expectations, not so much because they have to, but possibly because they want to. They might be motivated toward cooperation and collaboration simply because that is what is expected and they are allowed latitude to control many of their own actions and make their own decisions within the boundaries of their responsibilities.

Obviously, for a collaborative work atmosphere to be achieved, a manager must trust individuals implictly. That is not to say that a manager needs to adopt an unrealistic view concerning people in an

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organization. On the contrary: McGregor, Bennis, Gellerman and others feel that Theory Y assumptions are most realistic, that people do want to perform well and that they derive great satisfaction from doing so. It is a matter of establishing an environment which brings out the best in people and not the worst.

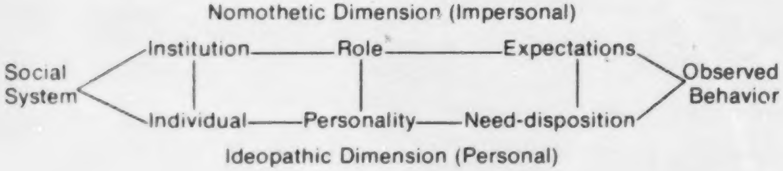
And that is the major point of the preceding paragraphs. McGregor's Theory Y does not solve problems by itself; but it provides, if accepted and implemented, a basis for management that helps to forestall conflict or minimize conflict's impact. Certainly an adult and continuing education program, whether it is an ABE/GED program in a public school or community college or the general extension division of a major university, cannot expect to provide quality service to its clients if the staff are treated by their organizational superiors with distruct and suspicion. Such attitudes are totally incongruent with the avowed purposes of the field of adult and continuing education. Besides, in any organization there are problems enough in human relations without exacerbating them by placing them in a general atmosphere of discord.

Getzels' Social Systems

McGregor's Theory X - Theory Y offers a useful philosophical basis for analyzing attitudes that may underly managerial behavior in almost any kind of formal organization. By accepting the premises of Theory Y, it is believed that a manager can begin to construct within an organization a working atmosphere conducive to cooperative, collaborative problem solving, decision making and, of course, conflict avoidance. However, McGregor's ideas do not, in the generalized sense presented here, really help generate solutions to conflicts or to identify the nature of disharmony so that steps can be taken to forestall or, if necessary, adjudicate problems which occur in organizations.

Jacob Getzels (1958) advanced a theory of administration as a social system which is useful in analyzing conflicts that can arise in any kind of organization. The theory is presented as a diagrammatic model in Figure One.

Figure 1
Getzel's Social Systems Model of Administration



Within Getzel's model, administration and management is seen as a social process, and each social system is perceived as having two simultaneously operating dimensions: The *nomothetic* or impersonal and the *ideopathic* or personal. The nomothetic dimension consists of the institution which is defined by its roles (functions or positions within the institutions) which are, in turn, defined by the expectations (responsibilities) inherent in the role. Within an institution the various constituent roles are complementary. The ideopathic (personal) dimension consists of the individual who is defined by his or her personality (knowledge, skill, and other factors of an occupational and personal nature), which is, in turn, defined by the manner in which one attempts to satisfy perceived professional, occupational and personal needs within the work environment.

For example, an institution creates a role. The expectations of the role are defined according to the function, say, of delivering continuing educational programming for a specified area of content or skill. The *role* is occupied by an indivual (role incumbent) whose technical knowledge and skill (personality) are assumed to be consistent with the expectations and responsibilities of the position, and who accepts the role because it satisfies certain professional and personal needs.[1]

According to Getzels, conflicts within organizations are centered around the *role* and *personality* components of each dimension of the model. He says that there are essentially three types of conflict within a social system: Role-Personality conflict, Role conflict and Personality conflict. Examples of each type of intra-organizational conflict will now be discussed.

Role Personality Conflict Perhaps, role-personality conflict is the most common source of intra-organizational discord. Such conflicts can take many forms. Among them:

> Having a person (role incumbent) under-qualified to meet the demands of a particular role.
>
> Having a person whose training and experience cannot be fully utilized in a particular role (for example a highly trained and experienced teacher in a para-professional position).
>
> Having a person, through experience and education, grow out of a role, or altering a role after it has been occupied so that the incumbent cannot adjust to the new demands (increasing or decreasing responsibilities, for example.)

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[1] Maslow's hierarchy of needs could be applicable here. The role incumbent could desire to dispose of needs ranging from the basic "physiological" needs through to the need for "self actualization."

Role Conflict This can take two forms: Inter-role conflict and intra-role conflict. *Inter-role conflict* can occur, for example, when two types of similar roles are drawn into competition for resources assumed to be scarce. Inter-role jealousy and undercutting of the importance of particular functions in order to protect one's own territory, "empire building" so to speak, often result from this kind of conflict. (Sometimes a Machiavelian sort of administrator, acting on a less than rational level, might encourage inter-role conflicts by creating a false scarcity of resources and distributing ample resources in one direction while ignoring the resource needs of another.)

Intra-role conflict is slightly more difficult to define than inter-role conflict because it is usually closely related to role-personality problems. However, the potential for an intra-role conflict most usually exists at the time the role is created. That is, a position in an organization may be designed to include more duties and responsibilities than can reasonably be carried out by any person (role-incumbent), regardless of that person's talent and energy. The difference, then, between this and a role-personality conflict is that intra-role problems are inherent in the role while role-personality conflicts are generated by the interaction between the incumbent and the responsibilities attached to the role.

Personality Conflict The term personality conflict is, in the opinion of this writer, overly used to describe problems in organizational human relations. There is no question that personality conflicts do exist everywhere, but it should be understood that the term, as used by Getzel, is not used to describe the phenomenon of two people, not being able to get along with each other due to a negative "chemistry," for example.

As with role conflicts, personality conflicts can take two essential forms: inter-personality conflict and intra-personality conflict. The former can, of course, be so obvious as two people not liking each other and making their mutual feelings manifest. Or, an inter-personality conflict might be more subtly expressed as, for example, in a case where two people who must work together toward a common goal, but do not share similar values, attitudes or needs and thus, unknowingly perhaps, work against each other and ultimately against organizational objectives.

Intra-personality conflicts can be exceedingly complex and hidden from view or very obvious and open to view. Examples could range from the staff member who is a secret alcoholic, to the self-serving Theory X person who exploits the social-service orientation of an adult and continuing education agency as a front for a vaulting personal ambition.

Intra-personality problems can, of course, be far less complex than the example of the individual being by nature out of tune with the environment. Many people are assaulted by events and pressures which are often totally divorced from their organizational responsibilities, but which affect their efficiency within the organization. Family responsibilities, health and, to quote the bard, "the thousand natural shocks that flesh is heir to," can affect a person's performance on the job. These outside-the-organization problems are brought into the organization and the astute manager recognizes that the undesirable behavior of a person is due to some form of intra-personality conflict. Perhaps the only ways to deal with this kind of problem are time, patience, understanding and, possibly, counseling.

The discussion of Getzels' model has offered no solutions to conflicts within organizations. It is submitted as a guide to action in identifying the true nature of a conflict when one arises and as a guide in forestalling conflicts *before* they arise. The model is a useful tool that the manager can use as a basis for projecting possible problem areas, identifying causes of problems and then beginning to work toward solutions. A means for employing this tool will be suggested in the final section of this chapter.[1]

Leadership Styles

Leadership is a subject about which much has been written and discussed both in this book and elsewhere. While it is impossible to deal with the topic in a thorough manner in this chapter, the writer feels that a discussion of conflict management without reference to leadership styles would indeed be incomplete. Since space and time constraints limit the treatment of leadership to one synthesized model, the reader is encouraged to consult the bibliography which follows this chapter in order to gain greater insight into this fascinating subject. Studies by Fiedler (1958, 1961, 1965, 1967), Argyris (1953, 1964), Barnard (1938), and Tannenbaum, et. al. (1958, 1959) are, among others, widely recognized treatments of the subject.

It is possible to extract from the literature a process definition of leadership that is acceptable to most:

> . . . leadership is the process of influencing the activities of an individual or a group in efforts toward goal achievement in a given situation (Hersey and Blanchard, 1977, p. 84).

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[1] It is important to remember that "personality" as a term is not restricted to individual behavior patterns of a personal nature, but also, and in a significant way, refers to an individual's professional occupational needs dispositions.

It would follow then that *effective* leadership behavior is that which is appropriate to a given situation and which encourages those who follow to behave willingly in a manner that is directed toward goal realization. There are many observable styles of effective leadership ranging from autocratic to libertarian, so it is not likely that a universally ideal leadership behavior pattern can be described and applied to a broad pattern of institutional circumstances (Jennings, 1961).

Here again a model is employed as a means of describing leadership behavior. The model is a synthesis of two related models, one developed at Ohio State University (Stogdill and Coons, 1957) and the Managerial Grid of Blake and Mouton (1964). The model was originally presented in Figure 1 in chapter 3, page 54.

The model is two-dimensional with the vertical dimension (consideration—concern for people) having to do with relationships between the leader and the followers, and the horizontal dimension (initiating structure—concern for production) referring to the goal-oriented tasks to be carried out by the leader and the followers.

For example, a leader who is observed to score 9 on the horizontal (production) dimension and 1 on the vertical (people) dimension would be defined as a high task—low relationship leader, or an autocrat. The person who scores a 9 on the vertical and a 1 on the horizontal would be defined as a high relationship—low task leader, or a libertarian.

Blake and Mouton define their quadrants of the grid this way:

- *Improverished (1–1)* Exertion of minimum effort to get required work done is appropriate to sustain organizational membership.
- *Country Club (1–9)* Thoughtful attention to needs of people for satisfying relationships leads to a comfortable friendly organization atmosphere and work tempo.
- *Task (9–1)* Efficiency in operations results from arranging conditions of work in such a way that human elements interfere to a minimum degree.
- *Middle-of-the-Road (5–5)* Adequate organization performance is possible through balancing the necessity to get out work while maintaining morale or people at satisfactory levels.
- *Team (9–9)* Work accomplishment is from committee people; interdependence through a "common stake" in organization purpose leads to relationships of trust and respect (Robert R. Blake and Jane S. Mouton, 1964).

Unfortunately, the terms like "impoverished," "team," and "consideration" are value-laden words which can easily lead to value judgements with respect to the four quadrants of the grid. That is, one might conclude that a leadership style falling into the "team" quadrant of the grid is infinitely better than one which is in the "impoverished" quadrant. This is not necessarily so.

Using the managerial grid, it is possible to plot the leadership style of any administrator and to arrive at some objective judgment with respect to the quadrant of the grid into which it falls. From there, another judgment is possible concerning the quality of the leadership of the person being observed; namely, adapting one's leadership to the situation.

Take, for example, a case where a manager assumes a stance that indicated to the rest of the people in an organization that it was he or she that had the power within that organization, and he or she alone knew what was best for the institution. On the vertical axis (consideration-concern for people), the fictional administrator is observed to fall low on the scale—a "score" of 1 or 2 say.

Second, and somewhat more difficult to observe, is the concern for getting the work of the organization done. One must, rather subjectively in some cases, observe the amount of time and energy expended to complete tasks, and then plot that on the production axis. Suppose the manager in this example did spend quite a bit of time getting the job done but was not always successful in achieving results. It could be said that that manager's concern for production could fall between five and six on the production axis.

By plotting the two scores, we can classify the subject's leadership style a 1–6 or low relationship—high task.[1]

It would be easy to attach a negative value judgment to that kind of leadership style. However, such a judgment could be correct or it could be a mistake. What is being said is, despite the value connotations associated with the terms used to label the managerial grid, almost any conceivable leadership style could be appropriate in a given organization and/or at a given time.

Appropriate is the key word. The effective leader, as stated earlier, adapts his or her behavior to the needs of the followers and the demands of the situation. So it is quite conceivable that an "impoverished" style of leadership would be effective in a situation where subordinates require little personal support and where they are entirely capable of acting on their own in carrying out tasks as, for example, in the case of an ABE administrator's relationship with classroom teachers

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[1] Should the reader be interested in objectively examining his or her own leadership style, the LEAD (Leader Effectiveness and Adaptability Description) Questionnaire can be consulted. The Questionnaire appears in Paul Hersey and Kenneth Blanchard, "So You Want To Know Your Leadership Style," *Training and Development Journal*, February, 1974.

(when the latter are effectively carrying out their teaching functions).

On the other hand, it is sometimes necessary for the leader to exercise a strong task orientation while neglecting, benignly it would be hoped, the personal needs of subordinates for a time. Someone replacing an ineffective manager, for example, might need to impose stringent controls upon an organization's personnel in order to direct their attention to the task of putting the organization back upon its proper course.

To summarize, then, effective leadership is a function of the leader's behavior with respect to his or her followers by attempting to balance their needs with those of the organization, while, at the same time, responding appropriately to institutional and situational variables.

This section has presented McGregor's Theory X - Theory Y, Getzels' Social Systems model, and a synthesized model for examining leadership styles. These three concepts can be usefully employed in managing conflict in an adult and continuing education program, and suggestions for incorporating them into a personal management design are offered in the final section of this chapter, along with tools for implementation.

MANAGING CONFLICTS

No perfect organization exists in this world and almost every arena of organizational activity is fraught with problems and conflicts that can arise as unexpectedly as a summer thunderstorm. It is possible, however, to minimize the effect of a problem, to deal competently with conflict and to work toward achieving organizational goals in a reasonably efficient manner in spite of the existence of forces destructive of those goals. And it is possible to do so without having to employ trial and error processes in trying to solve every problem that occurs within an organization.

The focus of this section is on preventing or forestalling conflict, on attempting to avoid problems before they can arise, or, at least, establishing an environment that can lead to the resolution if conflict is unavoidable (which it often is). Discussion will derive from the principles presented in the preceding section.

Application of Getzels' Theory

In the previous discussion of Getzels' Social Systems model, several examples were offered from which the reader could infer a process useful in identifying the nature of conflict by observing the behavior of individuals or groups of individuals. Accurate identification of a problem is a necessary first step in finding a workable solution to a problem after one arises. The model can also be used as a guide to the manager in curtailing, to an important degree, the risk of serious problems emerging.

One way to do this is to give very close attention to the roles that define the organization or the unit within a larger organization for which the manager has responsibility. It is puzzling sometimes to observe a complex organization, or even a simple one, issue role definitions in the form of job descriptions that are nothing more than announcements that somewhere in the organization there are vacancies which need to be filled with warm bodies. It would seem that a manager should have a very clear perception of the goals and purposes of an organization and from that perception the manager could describe the nature of the roles that are required to meet the organization's expectations. A description of each role in terms of the duties and responsibilities of the person as well as the degree of authority granted to the person in executing those responsibilities can be formulated from that knowledge. An example of such descriptions is present in the appendix of Chapter 11.

Where a vacancy exists, such a description becomes the basis for recruiting someone to assume the role. The manager, working from this description, searches for a person who has professional and personal qualities that are compatible with the role and, insofar as it is possible to determine, a person whose professional and personal needs can be met by joining the organization.[1] Naturally, it is not always possible to determine the personal qualities and needs dispositions of people. The manager has to rely on his or her intuitive judgment about a person in addition to a set of rationally derived criteria covering the professional aspects of the role. The formulation of job descriptions is dealt with in Chapter 11, so there is no further need to discuss them here. The relationship between such descriptions and theory is very close indeed, and that is the point of these paragraphs.

It sometimes happens that a previously ill-defined role has created problems for the organization; and in order to dispose of the problems, the role requires re-definition. A process similar to that outlined in Chapter 11 and alluded to in the foregoing discussion can be employed, but a new dimension is added if there is a person presently occupying the position. In that case, there should be collaboration between the manager and the incumbent in defining the range of responsibilities assigned to the position. In that way, agreement with respect to the expectations of the role and the needs disposition of the incumbent are arrived at with a desirable degree of mutual accord.[2]

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[1] The existence of search and selection committees is acknowledged. This, of course, makes accurate job descriptions a paramount concern of the administrator responsible for supervising the role.

[2] It is also possible that agreement will not be realized; in that case, it might be necessary to find a new incumbent.

Such collaboration among people in an organization devoted to serving the educational desires and needs of adults is very important in many important ways. A method for encouraging collaboration will now be described.

Management by Objectives (MBO)

Management by Objectives, a management tool devised by Odiorne (1965) from a concept advanced by Peter Drucker (1964), has gained enormous popularity in recent years. The fundamental concept underlying MBO is collaboration among members of an organization in devising goals for the units within the organization and strategies for the achievement of the goals.

Most of the literature on the subject of MBO has grown out of industrial settings, but with appropriate adjustments and allowances the MBO scheme can be adapted to any organizational form, large or small, service or production oriented. Simply, MBO is defined as:

> A process whereby the superior and subordinate (members) of an enterprise jointly identify its common goals, define each individual's major areas of responsibility in terms of the expected results and use these measures as a guide for operating the unit and assessing the contribution of each of its members (Odiorne, 1965).

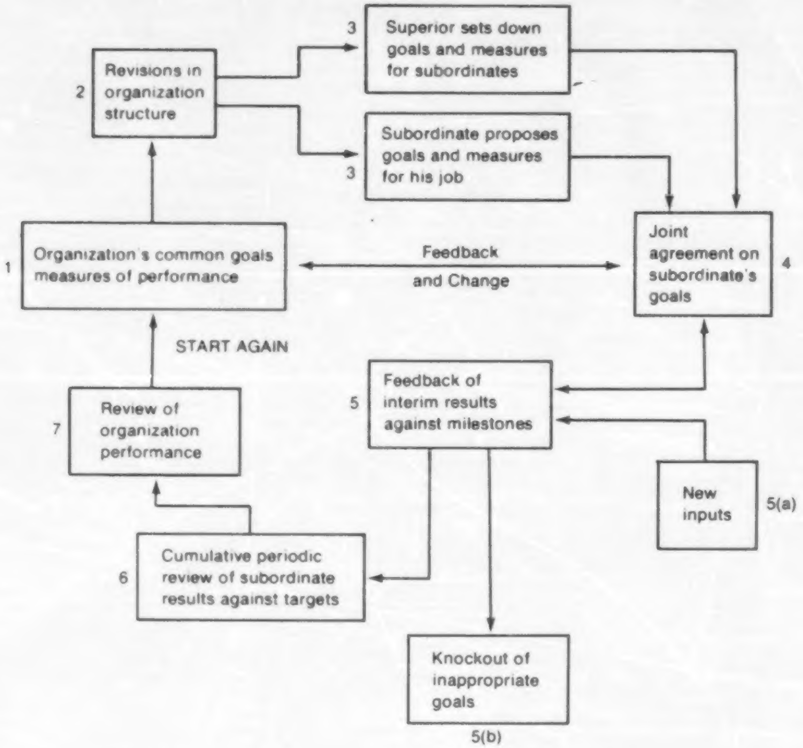
There are three salient points in the above definition:

- Collaboration between superiors and subordinates in determining objectives,
- Collaboration in determining the methods of achieving objectives, and
- Collaboration in determining criteria of performance (including the performance of superiors).

Since collaboration requires mutual trust and respect among collaborators, and since trust and respect rest upon Theory Y assumptions about the nature of people, implementation of an MBO process cannot be effective if it is approached cynically, with more attention to form than substance. Indeed, if the process is thus approached, it will create more problems than it solves because trust and respect are fragile and difficult to repair once they have been violated by a manager who gives only lip-service to the process. MBO requires a vigorous commitment. If the commitment cannot be made or if it is half-hearted and tentative, the process cannot succeed.

It is appropriate here to explain the seven steps of the MBO process as displayed in Figure 2 and relate the steps to the context of a generalized adult and continuing education program.

Figure 2
Management by Objectives Process Model


3
Superior sets down goals and measures for subordinates
2
Revisions in organization structure
Subordinate proposes goals and measures for his job
3
1
Organization's common goals measures of performance
Feedback
and Change
Joint agreement on subordinate's goals
4
START AGAIN
5
Feedback of interim results against milestones
7
Review of organization performance
New inputs
5(a)
6
Cumulative periodic review of subordinate results against targets
Knockout of inappropriate goals
5(b)

From George S. Odiorne, *Management by Objectives*, New York: Pitman Publishing, 1975, p. 78.

Step One: Whether an organization is large or small—a comprehensive general extension program, or a public school ABE/GED program in a small community—the organization exists to serve some kind of educational need. This need is addressed through a statement of organizational purposes which is further refined into a set of broad goals that direct the organization's overall activities toward responding to the needs. The broad goals and purposes also determine the way the agency is formally structured. Goals and purposes ought to be understood by each unit within an organization and by each individual within the units.

Step Two: Step 2 will not be addressed here. Changing organizational structure is too involved a process and it is out of the scope of this chapter. Therefore, the common goals of the organization are accepted as given.

Steps Three and Four: These steps are central to the MBO process. Without them there can be no process, so the steps deserve some extended discussion. Odiorne presents two alternate means of initiating collaboration between "superiors and subordinates" in the determination of goals, along with measures for evaluating the degree of success obtained in striving toward the goals: (1) the "superior" initiates the action or, (2) the "subordinate" initiates the action. In an adult and continuing education program where the distinction between "superior" and "subordinate" is not always sharply delineated, it might not be desirable to have the manager who is responsible for a unit set down objectives.

For example, it is not likely that a manager will possess the knowledge that a member of the instructional staff has regarding the technical aspects of an educational program and the learners who would be served by the unit. So, the initial formulation of objectives for the unit should be generated by members of the unit, using the MBO process and presented to the leader for refinement and interpretation in light of the broad organizational goals.

At the same time objectives are being formulated to guide a unit's or individual's activities for a specific period of time, a way of determining whether and to what extent the objectives have been realized should be devised. In industry, where objectives are directly tied to production output or profit making, measurement is not a complex problem. In adult and continuing education, however, with its "voluntary" clients and educational purposes, outcomes and effects are not so easily ascertained. Yet, the performance of individuals toward meeting goals can be observed so long as the goals are clear and there is agreement between the persons involved.

Once agreement has been reached, the objectives and means of measuring achievement should be written down for future reference and for possible adjustment as time passes. Because of the contractual nature of the agreement among people in the organization, the importance of writing objectives down cannot be overemphasized. When the objectives are committed to writing, they should be precise and unambiguous. The objectives should:

Discriminate. Once a decision is reached about an objective, the individual's task should be clear to all concerned, not only in terms of what an individual is supposed to do, but, equally as important, what the individual need *not* do.

Be achievable. Goals should not be beyond the grasp of an individual.

Be, in some useful way, measurable. What kind of evidence can be presented in support of successful efforts?

Have a time frame for completion. This, too, should be reasonable in relation to the task.

Incorporate measures or "milestones" that can be used to determine both progress toward reaching the objective during the time allotted, and summative measures that allow for an assessment at the end of the time period.

Once agreement has been reached with respect to objectives, procedures for achieving them, and measures for their assessment, the unit or individual responsible for carrying out the program should be allowed to proceed with the task at hand with little task-oriented intervention by "superiors," except as described below.

Step Five: Assuming objectives have been written in such a way that it is possible to measure progress against interim criteria (milestones), meetings are scheduled to review that progress and, if necessary, to alter the objectives. New information or changes in the environment might encourage expansion of the objectives to embrace loftier aims. Or, on the other hand, external or internal influences might render some of the original objectives unfulfillable in which case they need to be altered downward or abandoned altogether.

Step Six: Step five is repeated as often as deemed necessary until the stated time period has expired. At this time, a cumulative review of performance takes place between the leader and subordinates within the span of the leader's control in order to determine the effectiveness of individuals and institutional units in relation to achievement of organizational goals.

At this point, an evaluation of individual performance can occur. The leader, referring to the adjusted objectives as criterion measures, is able then to assess, in a dispassionate way, unit and individual performance and to take whatever steps are appropriate to encourage increased effort on the part of subordinates, or to apply appropriate acknowledgement of successful performance.

This review, of course, involves both the leader and the subordinate, and the crux of the interview should be the objectives and not a raft of irrelevant, incidental details. When an evaluative interview is clear to both parties, distraction from the purpose of the interview can be minimized.

Step Seven: This step, like step two, is outside the purview of this discussion. However, it is important in the context of the cyclical nature of the MBO process. The review of organizational performance stimulates an assessment of organizational goals and purposes which, in turn, guides individuals and organizational units in formulating objectives as the cycle repeats itself.

Management by Objectives, in summary, is an efficient and adaptable management tool that provides a structure for forestalling conflicts and for dealing with them when they are unavoidable. Perhaps the benefit of the process lies not so much in its systematic nature as exhibited in Figure 2, but by the fact that in the exercise of the procedure, collaboration on goals and processes is encouaged. People are allowed, as a matter of policy, to influence and take much responsibility for their own behavior within an organization, while the leaders can assume a leadership that has an enriching participative orientation.

Supplee's Control/Responsibility Profile

The process of management by objectives describes a structure wherein the risk of conflict can be minimized through collaboration among members of an organizational hierarchy. The procedure helps to define roles, delineate responsibility, and direct energies toward the achievement of organizational goals. Yet, MBO remains a process that needs refinement with regard to specifics.

Charles B. Supplee of the University of Nebraska has devised a system of identifying areas of possible inter-role, inter-personality, and role-personality conflict that can be adapted to an almost infinite variety of human relations circumstances. It can identify the existence of or the potential for conflict:

Between leaders and subordinates,

Among leaders,

Among subordinates, and

Between units.

Suplee's process requires two relatively simple devices: an instrument similar to that presented in Figure 3 and a profile matrix displayed in Figure 4. Limitations on space will allow for explanation of only one kind of conflict identification as derived from the Getzels' model. It is hoped that the reader can make analogies relating the process to other kinds of conflicts. The example chosen here is a potential inter-personality conflict involving a leader and his or her subordinate.

The questionnaire is designed to render scaled responses concerning specific items of managerial activity as described on the instrument. Both the leader and the subordinates are asked to respond to the

Figure 3
Control/Responsibility Questionnaire

Indicate on the scale where you feel control and responsibility should lie for the activities listed.

	Entirely With Leader	More With Leader	Jointly	More With Subordinates	Entirely With Subordinates
Budget					
(1) Budget Preparation	____	____	____	____	____
(2) Departmental Allocations	____	____	____	____	____
(3) Assessment of Department Needs	____	____	____	____	____
Administration and Management					
(4) Establishing Role Definitions	____	____	____	____	____
(5) Personnel Hiring	____	____	____	____	____
(6) Personnel Assignments	____	____	____	____	____
(7) Personnel Conflict Resolution	____	____	____	____	____
(8) Staff Development	____	____	____	____	____
(9) Fund Solicitation (External)	____	____	____	____	____
(10) Goal Setting	____	____	____	____	____
Evaluation					
(11) Subordinate Evaluation	____	____	____	____	____
(12) Administrative Evaluation	____	____	____	____	____
(13) Goal Achievement	____	____	____	____	____

Respondents Name ____________________ Position ____________________

same questionnaire format and the responses of each are plotted on a grid (Figure 4).[1]

First, the leader completes the questionnaire and records his or her responses outside of the grid at the appropriate weighted number on the "A" axis. Then after subordinates have completed the question-

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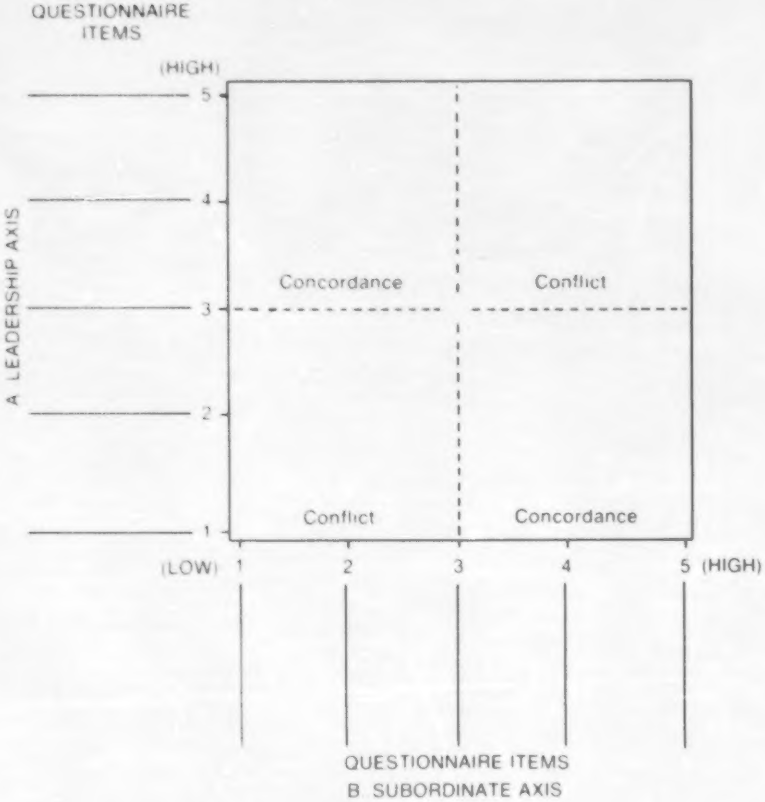
[1] If the organization or unit is quite small, the formality of the questionnaire can be ignored in favor of a more casual interview in which the questions of interest are addressed.

Figure 4
Supplee's Control/Responsibility Profile

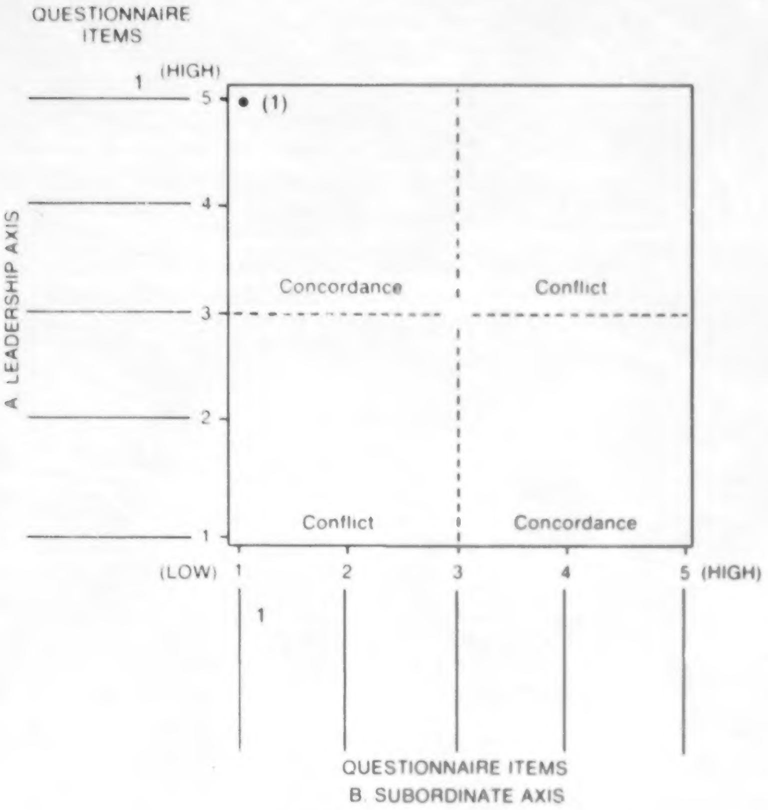

QUESTIONNAIRE ITEMS
(HIGH)
5
4
3
2
1
A. LEADERSHIP AXIS
Concordance
Conflict
Conflict
Concordance
(LOW) 1
2
3
4
5 (HIGH)
QUESTIONNAIRE ITEMS
B. SUBORDINATE AXIS

	Response Format				
	Entirely Leader	Mostly Leader	Joint	Mostly Subordinate	Entirely Subordinate
Response Weight					
Leader	(5)	(4)	(3)	(2)	(1)
Subordinate	(1)	(2)	(3)	(4)	(5)

naire, the leader records each individual's response outside of the grid at the appropriate weighted number. (Remember, the weights are reversed.)

Once this process is completed, a plot is made for each questionnaire item (1 through x) at the proper coordinates on the grid and the specific items of agreement or conflict are graphically revealed (Figure 5).

Figure 5
Supplee's Control/Responsibility Profile



	Response Format				
	Entirely Leader	Mostly Leader	Joint	Mostly Subordinate	Entirely Subordinate
Response Weight					
Leader	(5)	(4)	(3)	(2)	(1)
Subordinate	(1)	(2)	(3)	(4)	(5)

As a further example, suppose the leader's response to item one indicating that responsibility for budgeting was entirely the leader's responsibility. On the leader questionnaire that response would carry a numerical weight of 5. The questionnaire item is then recorded in the space opposite #5 on the leader axis of the grid (see Figure 5).

Suppose that a subordinate also feels that the leader should be entirely responsible for budgeting and so indicates that on the subordinate form of the questionnaire. On that form the response carries a numerical weight of 1 and the response to the item is recorded opposite number 1 on the grid.

A plot is then made of the two responses which fall in the concordance quadrant of the grid (Figure 5) indicating that there is no conflict surrounding responsibility for budgeting.

This process is repeated for each item on the questionnaire for each individual within the span of the leader's responsibility. A profile identifying specific areas of conflict and concordance is thus derived for each individual. The profile can then be used by the administrator to counsel with employees and possibly, arrive at some agreement upon steps that can be taken to reduce conflict before they become destructive.

By averaging the item scores recorded by all of the subordinates within a unit and plotting them on the matrix as described above, the manager will obtain a generalized picture of organizational harmony or discord that can be useful in adjusting leadership styles if an area of potential conflict is revealed as being widespread in the organization.

Supplee's ideas are employable in a broad variety of adult and continuing education situations such as those mentioned earlier. The process can also be extended to help identify potential conflict between instructors and learners, professional and clerical people and so forth. While it solves no problems by itself, it assists the manager in identifying problems by their nature and by individuals. Since no effective solutions are possible unless the true nature of problems has been determined, Supplee's process is a singularly important contribution to the area of conflict management.

SUMMARY

This chapter has addressed organizational conflict management in the context of adult and continuing education organizations. The emphasis has been on avoidance of conflicts before they become major problems, and the identification of the nature of conflicts when they occur so that a desirable resolution can be carried out.

It has been the position of the writer that the actual handling of conflicts that arise between individuals or organizational units is a matter of the individual artistry of the leader and that no generalized process can be offered for dealing with specific cases. It has also been the position of the writer that much conflict can be avoided if the manager works toward establishing an organizational climate that significantly reduces the risk of conflicts emerging and getting out of hand.

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